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ABSTRACT

This special issue of the "Courier" has been produced to mark the beginning of International Literacy Year 1990. It brings together papers from adult educators involved in literacy work about who needs literacy and why, what literacy is, who can help in creating the right conditions for literacy to succeed, and how to evaluate literacy programs. Following an introduction and messages from the Director-General of UNESCO (Mayor) and from the president of the Asian South Pacific Bureau of Adult Education (Pick), the collection is organized in two parts. Part 1 explores "Literacy: Some Thoughts on the Eve of International Literacy Year 1990." Papers included are the following: "The 'International' in International Literacy Year 1990" (Alan Rogers); "Literacy as a Social Process: Literacy as a Social Intervention" (H. S. Bhola); "Literacy for Development: Can Sociology and Anthropology Help Adult Education?" (Heribert Hinzen); "UNESCO's Rhetoric: Appeal and Reality" (Premadasa Udagama); "The Promotion of Literacy from the Perspective of Community Education" (Alan Blackhurst); and "Guidelines for Evaluating Nonformal Education Programs on Literacy" (Innotech Newsletter). Part 2 addresses "Literacy Programs in Countries of Asia and the Pacific." These papers are included: "Study Report of Adult Education Programs in the People's Republic of China, Philippines, Thailand, and Pakistan" (Safraz Khawaja); "'Tokples' Literacy in Papua New Guinea: The Challenge of Vernacular Literacy in a Multi-Language Environment" (Susan Malone); "Literacy Workshop Report" (S. H. Waura); "The Psychology of Illiterate Rural Women in Korea" (Cheong Ji Woong); "Literacy Work in Southern Thailand" (Mohamad A. Kadir); "What I Need Is More" (Sunthorn Sunanchai); "Impressions of Literacy Status in Bangladesh" (G. S. Pradhan); "Report of Literacy Study Visit to Nepal" (M. Hanif); "Rapid Literacy Learning Method" (Nishat Farooq); "Literacy Activities at the Centre for Adult Education and Extension, University of Kerala" (K. Sivadasan Pillai); and "Communication Technology for the National Literacy Mission" (B. B. Mohanty). Following the papers is an annotated bibliography of 15 resources and a section titled "Learning Exchange," which describes activities related to the International Literacy Year. (KC)

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LITERACY: FOCUS ON ASIA AND THE PACIFIC
Special issue to commemorate International Literacy Year 1990

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Canberra, December 1989

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LITERACY: FOCUS ON ASIA AND THE PACIFIC

Special Issue to Commemorate International
Literacy Year 1990

ASPBAE Courier No. 47
Asian South Pacific Bureau of Adult Education
Canberra, December, 1989

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INTRODUCTION

This Special Issue of the Courier has been produced to mark the commencement of International Literacy year 1990. The International Council for Adult Education will host the ceremonies to inaugurate this event at its 1990 World Assembly in Bangkok, Thailand in January. The Asian South Pacific Bureau of Adult Education joins with ICAE and other adult education organisations in expressing the hope that International Literacy year will prove to be a worthwhile adult education activity that will result in concrete outcomes to improve the lives of people everywhere who are disadvantaged because of their lack of literacy and numeracy skills, regardless of the cause.

Literacy is regarded as a basic human right. However, it must fight for its place alongside the rights to shelter, clean drinking water, clothing, freedom from political oppression and many other basic human rights. If literacy is to become a central cause then it must be a means to assist people to meet their other basic needs. It cannot be an end in itself given the magnitude of the numbers of illiterate people in the world and the other problems facing us.

This special issue of the Courier brings together some ideas form adult educators involved in literacy work about who needs literacy and why, what literacy is, who can help in creating the right conditions for literacy to succeed, and how to evaluate literacy programs. Literacy workers from Asian and Pacific countries give insights into their literacy programs and some thoughts on why some are successful and others fail.

Papua New Guinea is a country which has enormous problems because of its terrain, multitude of languages and lack of resources. However, the leaders of the PNG literacy campaign have come up with a philosophy and process of literacy activities which meet these problems head on and, it appears, are successfully overcoming them.

ASPBAE has sponsored several literacy exchange visits and some of the papers arise out of those study tours. ASPBAE will be continuing to support worthwhile local initiatives throughout 1990 and beyond.

On behalf of ASPBAE I would like to thank all the contributors to this issue including the Secretary-General of Unesco, Federico Mayor.

Yvonne Heslop
Editor

MESSAGE FROM THE DIRECTOR-GENERAL OF UNESCO

On the eve of International Literacy Year 1990, it is my pleasure to salute and encourage the ongoing and often unsung efforts of adult educators in Asia and the South Pacific. Adult educators in the region, as elsewhere, have tirelessly sought to provide literacy and adult basic education tuition, frequently in difficult conditions. Their dedication to their task takes them to the most hard-to-reach populations, thereby requiring a consistent re-appraisal of methods and means. This commitment at grass-roots level merits a parallel long-term commitment on the part of governments. Such a joint commitment is a prerequisite for a fully literate world.

Through the combined efforts of governments, non-governmental organizations, United Nations Agencies, adult educators, teachers, communities, families and individuals, we can help the world community to enjoy one of its most important human rights, the right to education.

Federico Mayor
Director-General of Unesco

MESSAGE FROM THE PRESIDENT OF ASPBAE

Some years ago I was invited to the opening of a training workshop for village managers in Southern Thailand. In his opening address, the Governor of Southern Thailand said, When a man is hungry, he looks for food. When he is sick, he looks for a doctor. But when he is illiterate, he never looks for a teacher". This is very true in rural areas of many Third World countries where most villagers are still unaware of the importance of education in general and the usefulness of literacy in particular.

The problems of illiteracy are extremely complex. Some blame the governments for their failure in implementing effective policies on literacy; some blame the social systems which neither encourage individual learning nor promote mass education; some blame the non-governmental organisations for their lethargy in adult education movements; and, some blame the illiterates themselves for not making any effort to improve themselves. From these arguments, it is clear that the problems of illiteracy cannot be solved by just one party alone. Close cooperation and concerted coordination among all parties concerned are required.

In the promotion of literacy, the first and foremost task is to make people aware of the usefulness of literacy and its relevance to their life and culture. There are various strategies for this awareness exercise, viz., popular education, national campaigns, mass media, mobile road show, mobile library, walking teacher etc. In our war against illiteracy, if illiterates are made to be aware of their handicaps and motivated to learn, half our battle is already won.

I hope this special issue of **ASPBAE Courier** will provide its readers with much food for thought on literacy. It should augur well for the forthcoming ICAE World Assembly and the UNESCO Literacy Year 1990.

Lim Hoy Pick
President

PART I:
Literacy: Some Thoughts on the Eve of International Literacy Year 1990

THE 'INTERNATIONAL' IN INTERNATIONAL LITERACY YEAR 1990

Alan Rogers

Professor Alan Rogers is currently Director of Education for Development. He is Visiting Professor at the University of Reading and Professorial Fellow at the University of Surrey in the UK. He was the founder Secretary General of the Commonwealth Association for the Education and Training of Adults 1985-88 and author of Teaching Adults *(Open University Press) and of a forthcoming book on* Adult Learning for Development. *He has worked extensively in India, Sri Lanka and other countries and is currently engaged in the making of a training video on Literacy in Bangladesh for ILY 1990.*

ILY will undoubtedly arouse further debate about the international dimension to literacy education; and this paper is intended to be a contribution to that debate.

From the international to ...

ILY will tend to see illiteracy (whether on its own or as part of a wider concept of basic education) as a world-wide problem calling for the mobilisation of world-wide resources to overcome it. This is surely right; for local resources alone cannot meet the needs of this particular task.

So we shall see a plethora of world-wide statistics: such as

* global illiteracy rates
* in which parts of the world these are more concentrated
* differential growth rates of literacy
* The relationship of illiteracy to poverty, under-development oppression and marginalisation.

I thought at this stage of including some of these statistics into this paper, but then I decided that I do not want to add my own sets of figures to all these statistics. For one thing, the readers will already have been (or will shortly see) a whole range of such figures from all sorts of sources; for another, every time I see another set of figures, I note that they differ from those I already possess from other sources, so that the more we have, the more confusion seems to reign.

I will content myself making just one or two points about regarding illiteracy and literacy education in this way:

Such an approach will be based on assumptions about the nature of illiteracy (ie often as a sin and a shame, to use Gandhiji's words, or as a disease to be eradicated) and about literacy education (whether functional, basic or other); and we need to examine some of these assumptions very closely indeed. I for one do not see illiteracy as a total disaster - although the denial to people whatever they may want is to me oppression. What I would plead for is some clarity about these assumptions.

To increase our understanding about the relationships between literacy and development (and this can only be done on a world-wide scale) seems to me to be important, but I doubt if in the end it will lead to practical changes - for these lie (as I think we shall see later in this paper) in the political realm.

Perhaps the greatest value of the international dimension to practitioners of literacy education lies in a sense of solidarity. Those who work in the villages and slums of the Third World are working as part of a world-wide movement. When the National Association for Total Education (NATE) launches its programme in Sri Lanka, those engaged in it can feel themselves to be part of a whole which is larger than Sri Lanka; when Bangladesh embarks on its mass programme "on a large scale, eventually to eradicate illiteracy for millions instead of only tens of thousands", they are not the only ones doing it. This companionship is so necessary in the field of the education of adults which lacks the formal structures of the school system, so that the sense of isolation of the grass roots practitioner is greatly enhanced. ILY is not just a year of launching national programmes, it is a year of a great world-wide movement to help the masses to learn. If we become absorbed solely in our own national programmes, we shall miss much of the point of ILY.

... to the local ...

But the use of the term 'masses' hides reality. Any literacy class is not dealing with the 'masses'; it is dealing with real people, collections of individuals. One of the great diseases of adult education is to regard all 'adults' as alike, all having the same needs and wants, the same life-span development, the same learning processes. This is the great failure of the Basic Human Needs approach to development. Similarly, mass illiteracy, seen on a world-wide scale, is generalised and transferable. But the needs of humanity are not general, and the process of meeting those needs is not transferable. Such an approach overlooks the local, the specific.

Language in literacy:

Let me take one example (there are hundred of other examples of this) - the question of language in literacy education. Should the learners learn and the

animators teach in the mother tongue (I will continue to use this term in this paper although it has recently been questioned) - tribal language, Creole, patois etc - or in the nationally approved language (Swahili, Hindi, English or French etc)? This has been argued over endlessly.

There are **educational** reasons for both practices. To use the mother tongue and then later to transfer to more standardised languages has been shown in some cases (as in the Seychelles etc) to ease the process of transition and induction); but on the other hand, in other cases (as in India), children taught from the start in the English medium enter higher education with greater advantages than those who learned through mother tongue. There are **cultural** reasons given on both sides. Some argue for standard language versions on the grounds that there is little of value to read in local languages and that exclusive literacy in local varieties of language cuts the people off from access to a wider culture and strengthens parochialism: this is sometimes argued in the Caribbean where there are many different types of Creole and patois, not just one language. But this is seen by others as denying validity to those forms of culture which do already exist within those local languages already. There are '**political**' reasons given: that to use local languages is to empower those who use them; but equally to use standardised and approved forms of language for literacy education is to enable those hitherto excluded to enter the corridors of power which exist - for all the main decisions are taken in the standardised language form, not the local vernacular.

All these arguments arise from seeing literacy education in a national and even international dimension. But the local scene may well look different: what does this particular group of learners want to learn now? In St Lucia, for example, in some programmes we saw recently, the large majority of participants wanted to learn standard English even though the literacy classes were offered in the local patois. In Sierra Leone, the United Christian Council ran literacy classes in local tongues since 1956, despite the fact that the most frequently demanded service was for English. The plurality of languages used in literacy education in Mali (Mande, Bambara, Peul, Senghhoy, Tamasheq), in Niger (Hausa, Songay-Zerma, Kanuri, Tamashek, Fulani) and Zambia (Lunda, Luwale, Bemba, Tonga, Lozi, Njanja) has not stopped the urge felt by many minorities in these countries to learn to read and to write in the official tongue so as to overcome their voicelessness and powerlessness and exclusion from the decision-making processes.

So what do we do - what we feel is right for the programme or what the learners themselves want? For this sense of what is in almost all cases the really important factor in adult learning. For most (not all) adult learning is voluntary: people will learn not just when they are interested but when they feel under some compulsion to learn, when they feel a real need. I like (and have used several times) a quotation from the Indian writer R K Narayan:

> "a man in a village will be pre-occupied with the rains, the monsoon, his neighbours and the cattle, though he will be aware of the important things from outside that affect his life, like chemical fertilisers" (and we can add, like literacy)

Until the individual learners find literacy becoming for them a **pre-occupation** rather than an awareness, they will not learn. Our literacy programmes need to be built on the **pre-occupations** of our own particular groups of learners, not on the more generalised subjects of awareness which national and international programmes set for each target group. And so it can be argued that the local is the most important dimension, not the international.

... to the international ...

But how can I help to create these pre-occupations? How can I help my learners to want to learn literacy? How can we make literacy education into a mass movement in any country so as "to eradicate illiteracy by the year 2000"?

Here the international dimension may throw some light. The examples of Cuba and China and Yugoslavia etc (or so I am told) suggest that the literacy spread throughout those countries, that learning programmes were engaged in with a sense of seriousness and purpose by masses of the people, when there was a general climate of creating everything (social/economic/cultural/ political) new - when total renewal was in the air - either by building on but changing out of all recognition existing structures and institutions, or by revolution, the rejection of the old and the creation of the new. The whole country believed in it and therefore they did it. It will be impossible for countries such as India which are not committed to radical and comprehensive change to eradicate illiteracy, for there is no political commitment to the total and revolutionary renewal which would go with that programme.

... to the local

But surely that does not mean that countries like India - and the programmes which exist in them - will be unable to make substantial progress **now**, without that overwhelming local/regional/national desire for total cultural change. The need that I see, from the programmes I have engaged with, is simply this: how can we help to make the **existing** programmes, whether large scale or small scale, more effective? How can we reduce the drop-out rate; how increase the learning; how overcome the barriers and harness the existing drives, without necessarily aiming at the total eradication of illiteracy throughout the whole of the country of region?

The programmes I have been engaged in are with the animators/instructors. I know little of politics or money or large scale programme planning: others work at these exalted levels better than I can. But if we can together - at the local level - during ILY 1990 to:

* select those who will be our instructors more effectively
* offer them more and better training
* provide much more and much better ongoing support

then I believe ILY will have done much good.

For we are asking them to undertake on our behalf a most difficult task. They are the front line troops. Perhaps we do not need **more** literacy education, just **better** literacy education. Perhaps if we had a mass movement for animators during ILY 1990, we would have more effective literacy campaigns.

LITERACY AS A SOCIAL PROCESS; LITERACY AS A SOCIAL INTERVENTION

H S Bhola

Professor, School of Education, Indiana University, Bloomington, U.S.A.

Introduction

The argument of this paper can be stated as follows: Literacy is a social process. Each person constructs his or her own "literate identity" and each community constructs its own "literate culture". However, these constructions take place within a reality that is already half-constructed. The world is, of course, both "found" and "made".

There are several agents responsible for the pre-construction of reality, that is, responsible for the world already made. Policy makers and planners at the international, national and sub-regional levels are among such agents. As social interventionists, these policy makers and planners put templates on the flux called reality, seeking to promote particular patterns and modes of constructions by individuals and local communities as the latter engage in encounters with their world. Thus, the process of design of social intervention from the policy maker's perspective must, by necessity, involve clustering social entities, structuring social processes, abstracting from the concreteness of life, generalizing to arrive at typicalities, and standardizing inputs and strategies in achieving results. In so doing, the social interventionist loses on the side of the richness of "thick descriptions" of individual constructions but gains by finding "flat but fertile" descriptions of larger patterns of social reality.

At the implementation stage, the process of social intervention design is made to stand on its own head. The already half-constructed part of the reality is once again reconstructed by individuals in their encounters with the "induced" social intervention. National policy is then joined with individual praxis.

Literacy workers in local communities must avail of their share of the allocation of material and professional resources made available through national and subregional initiatives, reconciling national visions with local community needs. This should, of course, be done by supplementing and complementing nationally designed curricula and materials with locally designed curricula and materials. The challenge for literacy workers is to ensure that national or subregional intervention on behalf of literacy, which in and of itself is a social process, reflects the reality of literacy as a social process; and that, at the moment of joining policy with praxis, the individual learner is enabled to maximize his or her freedom of individual social construction of reality.

Some assumptions clarified

On the eve of the International Literacy Year, 1990, there is considerable **literacy discussion** and at least some **literacy action** on the ground. In the area of literacy discussion, both the "ideological" and the "technological" are being examined. The discussion of the technology of literacy covers questions of development and design of systems of literacy instruction at the local, regional and national levels. The discussion of the ideological, predictably, encompasses questions concerning the interface of systems of literacy instructions with the larger social systems and structures. Questions are being raised about the purposes of literacy initiatives, the social and economic uses of literacy, and its political and structural consequences. In the area of literacy actions, there are serious policy questions: At what levels and points in the social system should policy initiatives be generated? What should be the nature of relationships between the nation State and the local community, and between the governmental and non-governmental institutions? How could literacy as a social process be accelerated, if at all? Whose purposes do national campaigns, radical or otherwise, serve and could be made to serve?

Discussion of policy issues listed above is value-laden. A clarification of our value assumptions is, therefore, necessary:

> The nature and level of our knowledge about social systems is such that social interventions **can**, often if not always, be made within social systems for preferred social outcomes.
>
> That both our social philosophies and existential social conditions often compel that social interventions **should** be made within social systems for preferred social outcomes.
>
> That universal literacy is a preferred future for all humanity.
>
> That the universalization of literacy will affect all other social, economic and political systems and structures and thereby lead to a better world of peace and prosperity.

The assumptions stated above are not accepted by all. But that is only half the problem. The other half of the problem is that the **technology of social interventions** is not well understood either. That creates unnecessary conceptual confusion that spills over into literacy actions.

Literacy and Social Change

Change for change sake is not acceptable, of course. But social change, defined as "good" according to some normative criteria is often sought. Two normative criteria of good change are finding wide acceptance: that social change must include modernization and it is thus a material project; and that social change must include democratization and it is thus a moral project. This does not settle much in relation to the literacy and social change connection. The posited connection between the two remains problematic to say the least.

It is not universally assumed that literacy brings economic development and political development. The assignment of such a role to literacy is considered to be no more than pursuing a myth (Gradd, 1979). The assertion has indeed been made that development comes first and then, in turn, creates the need for literacy. People are then seen as responding to these new literacy requirements.

On the other hand, there have been some compelling claims on behalf of literacy. Jack Goody (1968) has proposed "the technology of intellect" hypothesis which states that literacy (particularly writing) changes the mentalities of new literates, thereby changing their modes of perceiving, remembering, arguing, and communicating. Marshall McLuhan and Walter Ong, Jerome Bruner and David Olsen have all talked of the effects of literacy on cognition (Kintgen, Kroll & Rose, 1988; Olson, 1985; Ong, 1977).

More recent work seems to put things in a perspective. At the level of cognition, Scribner and Cole (1981), have modified the Goody hypothesis to suggest that earlier claims about the effects of literacy may have been too general, but that more specific consequences do emerge within the particular context of the practice of literacy. Thus, while literacy may not install a brand new technology of intellect, there is no doubt that a brand new social identity is conferred.

At the societal level, the literacy and social change connection in our times is visible even to the naked eye. Literacy does **not deterministically** bring about development, but it is almost impossible to conceive of development **without** literacy. There clearly is a mutually beneficial dialectical relationship between literacy and social change. Literacy is not a panacea, but it certainly is "potential added" to individual capacities of new literates whereby they can make more effective translations with all aspects of their environments - economic, social, political, informational, educational and cultural.

Literacy as a Social Process

With the epistemic paradigm shifting from positivism to constructionism, long anticipated in Burger & Luckmann (1966), it is not surprising that literacy has come to be seen as a **social process**. There is a chorus of voices pointing to it (Heath 1982, 1984; Levine, 1986; Scribner & Cole, 1981; Street 1984).

Scribner (1984) writes: "But the single most compelling fact about literacy is that it is a social achievement; individuals in societies without writing systems do not become literate. Literacy is an outcome of cultural transmission; the individual child or adult does not extract the meaning of written symbols through personal interaction with the physical objects that embody them. literacy abilities are acquired by individuals only in the course of participation in socially organized activities with written language...."

Shirley Brice Heath (1982) had brought out another aspect of literacy as a social process -- use of literacy as an occasion for social activities: "Women shopped

together, discussed local credit opportunities and products, and sales; men negotiated the meaning of tax forms, brochures on new cards, and political flyers. The evening newspaper was read on the front porch and talk about the news drifted from porch to port.... The only occasions for solitary reading by individuals were those in which elderly men and women read their Bible or Sunday School materials alone, or school-age children sat alone to read a library book or a school assignment."

The essential meaning of literacy as a social process is that the process of becoming literate is experienced by each individual in his or her own personal terms within the special context of their social reality and the practice of literacy is likewise actualized or constrained by the special context of its use. In other words, literacy is a social process in that it has social **antecedents**, social **correlates**, and social **consequences**. The social antecedents determine literacy's definition and people's **access** to literacy; social correlates of literacy determine the allocation of opportunities and roles and, consequently, the **uses and practices** of literacy; and social consequences determine **rewards** from the practice of literacy.

Social-historical antecedents of literacy are easily described. At the world system level, it has been said that there is underdevelopment, because there is overdevelopment. Without the history of colonization of the Third World by the West, it is conceivable that levels of illiteracy would not have been as high in the so-called Third World as they are today; and the levels of literacy would not have been a high in the developed world as they are today.

Without the process of industrialization in the world, literacy would not have been such a value. And it is because of the particular division of labour internationally that different countries have come to have different levels of functional literacy: the United States requires one level of functional literacy, Japan and Hong Kong about the same, but Botswana and Bolivia quite another level of functionality in their literacy. Within each country, the social stratification would determine how many literacies -- basic literacy, workplace literacy, cultural literacy and higher order literacy -- there would be and who would be provided and or denied what kind of literacy. Socio-cultural antecedents help us understand why there are such drastic differences in levels of literacy across genders, ethnic groups and castes in regard to the access for literacy.

The social correlates of literacy determine uses of literacy. The farmer will only be able to use literacy in reading agricultural leaflets and brochures. The already retired will be perhaps reading the Bible whereas the revolutionary will be reading materials from the underground. Finally, the consequences and, therefore, the rewards of literacy will also be socially determined. Social status will determine the social possibilities of using literacy.

What does all this mean? It does, of course, mean that literacy is not merely technical. However, it should be noted that it does **not** deny the fact that literacy is at the same time a technical skill. It is clear that literacy is a process intermeshed with social processes and the social organization surrounding it.

However, it need **not** imply that the existing social realities are immutable and the social process of literacy itself is not amenable to the process of intervention. Social interventions can be made both in the processes of literacy acquisition and use, and in the social systems surrounding the practice of literacy, thereby, hoping to achieve preferred social outcomes and rewards. Literacy does not, of course, abolish hierarchy. The new literate on becoming literate would not instantly inherit the freedoms of the socially more privileged, but literacy will most likely provide the new literate with greater degrees of freedom relative to his or her earlier condition.

The Literacy Process is Symbiotic

As we have risen above the positivist categories of independent and controlled variables, causalities directly and solely attributable to invariant treatments; and as we have learned to look at literacy as a social process, we have also understood that literacy does not fight with orality, it joins it. A symbiosis developed between literacy and orality that is unique to the individual that becomes literate; and unique to the collectivities where some become literate and others do not. At the same time, the illiterate copes with the literate environment by developing a complex of interdependent relationships with literacy in the family and the community.

Literacy and Media Connections

Literacy as the medium of print has developed another symbiosis: with the folk media and the electronic media. In this symbiosis with media, literacy is becoming the backbone of the structures and strategies of communication. In the first flush of enthusiasm, it had been hoped that literacy will be rendered unnecessary with the arrival of the electronic media. This has not happened. There are pragmatic reasons. TV has not reached everywhere. Radio has not reached everywhere, either; and has developed more as a medium of news and entertainment rather than of development information. Also, and most importantly, educational radio seems to be using the "grammar of print" in its broadcasts, speaking out aloud written scripts that are better understood by the literate than by the illiterate.

Literacy as a Social Intervention

We started with the acceptance of the assumptions that universal literacy is a good value and that social intervention on behalf of literacy is an acceptable value. Social interventions should, of course, be developed and designed so that they are based on the real nature of literacy, that is on the understanding of **literacy as a social process.**

The problem, however, is that the proponents of literacy as a social process draw from their discussion implications that show a naivete about the process of social change through planned social intervention. To begin with, the one implication that is often drawn is that somehow people should take care of the people's literacy by themselves. Literacy initiatives from the outside are rejected out of

hand as instances of dominant literacy (Street, 1984). This position, in overemphasising local initiatives and community control, loses sight of the reality of the nation State and ends up excluding the role of the national leadership.

The position is obviously extreme and unrealistic about the role of the State, and or other larger government entities. First, we know from historical experience that there is a limit to community initiatives and actions in the community's own behalf; and that most communities do need help to help themselves. Second, the concept of the locality in the old sense has disappeared. Third, the State is not, by definition, anti-people, and in many Third World countries, that State is the only important agent of transformation. Fourth, we have accepted the role of social interventions for most other sectors of social change. Why shouldn't there be a social intervention on behalf of literacy? Fifth, we too often seem to forget that national government initiatives also mean allocation of both material and professional resources. Why should communities forego their share of material resources and refuse help on such things as teacher training, and production of instructional materials? Finally, and most importantly, what are literacy-as-a-social-process people worried about anyway? Since literacy is a social construction, literacy learners will engage in their own unique constructions of their own literacy experiences whatever the State-delivered literacy may seek to purvey and produce through its particular calculus of means and ends.

The Dilemma of Social Intervention

That brings us to the dilemma of reconciling "literacy as a social process" and "literacy as a social intervention". The dilemma is that a social interventionist in developing and planning a social intervention for a whole nation or a region cannot think in terms of assisting each individual separately in the development of a new script unique to each individual construction. Nor can the social interventionist write separate scenarios for all the communities in which the people of a whole nation may be living.

The grammar of social intervention does indeed include three general steps (Bhola, 1989);

1. ordering and relating;
2. typifying and hypothesizing; and
3. experiencing and correcting

In ordering and relating, the social interventionist must in the very process cluster social entities in terms of "least common multiples" and "highest common factors", structure processes, and abstract from the concreteness of life. In the next step of the grammar, he or she must generalize to arrive at typicalities, and standardize inputs and strategies. In the very process, thick descriptions must become typical descriptions, details must be missed, individuals must become somewhat impersonalized and communities must become locations on the map. Hypotheses must be built in regard to reality now fitted into taxonomies.

The two processes described above could indeed be called "counter-social". In trying to accelerate the social process at the general level, they seem to violate the social character of the process at the individual and local levels. Fortunately, there are possibilities of amelioration at the third stage of the grammar of social intervention, that of, experiencing and correcting. This is where the impersonal part of the process of social intervention must turn around and, again become a social process rich in personal and human values. There is a possibility at this stage, through experiencing reality and through correcting misconceptions to re-invent national visions in local settings. It is possible, at this moment, to give the people blueprints that they could construct into living systems in which they themselves are the actors, speaking in their own voices, engaged in their own dialogue, actualizing their own praxis (Freire, 1970).

GO's and NGO'S; Campaigns, Programs and Projects

Typically, the literacy-as-a-social-process people are against large-scale literacy programs by the State, which they call dominant literacy. We have suggested that policy interventions have to be molar rather than molecular in their scope of coverage and somewhat standardized in objectives and strategies. However, the State need not always be considered anti-people, nor insensitive to the real concerns of its citizens. Indeed, as we have pointed out before, in many Third World countries, the State is the only agent of significant change and the only agent of transfer through budgetary allocations for development and education. We must, therefore, think not about bypassing State institutions but about creating **enabling** State institutions that allow "the re-invention of national initiatives in local community settings". Some diversification of initiatives can be assured through NGO's who, given good leadership, can play an important role.

The campaign approach to literacy often associated with governmental initiatives need not be rejected out of hand either. Local communities should learn to make transactions with central policy initiatives whereby they can use the national resources to fulfil their own communal interests and accelerate the social processes on the ground. After all, literacy is a social construction. What may be offered as part of the so-called hegemonic and improper literacy will again be "reconstructed". Progressive reconstructions of oppressive structures of literacy have often occurred in history and are occurring today. It happened in 18th century England: "Suddenly the rudimentary literacy skills transmitted by established purveyors of working-class education acquired highly subversive potential -- regardless of the ideological setting in which those were originally organized (Lankshear, 1987, p89-90). Thus, the oppressed were able to develop a counter hegemony. In Iran in the 1960s and the 1980s, under the Shah's rule, the process occurred again as the "Maktab literacy" became "commercial literacy" (Street, 1984). The "autonomous" and the "ideological" models of literacy got mutually reconstructed.

Two related problems: Literacy Content and Literacy Assessment

There are two further related themes that should be commented upon briefly: (1) the social content of literacy; and (2) the social assessment of literacy.

We do not simply read, we always read something. The social content of literacy, therefore, must be given due consideration. There seems to exist today a great divide between those who want to teach functional literacy for the professionalization of labour and those who want to teach literacy for liberation. In the real world, people do not make dichotomous choices between freedom and bread. They want both, in good measure, sacrificing one for the other depending upon what is possible and what price they want to pay for one or the other at a particular historical time. Literacy workers need to avoid thinking in the either/or mode and must develop a generalized concept of functionality and political awareness, all at the same time.

Another important question relates to the social assessment of literacy effects. There are several problems here. Too often the assessment processes are bureaucratic rather than social. The participation of those whose lives are being examined has no part to play. Again, the "subject" of the evaluation study is seen as an economic one. The individual as a social and cultural product is not kept in view. Within the narrow confines of economic evaluating itself, only formal economic structures are examined. The informal sector of the economy, an important socio-cultural reality, is forgotten.

These problems need redress.

Conclusion

We must understand that while literacy is an individual construction, we arrive in a world already half constructed. Individuals and communities cannot engage in social construction in a vacuum but within the context of larger social systems that have historic memory and collective meaning. Our constructions are then a dialectic between the world as we find it and the world as we make it.

In this paper, we have shown the relationship between literacy as a social process and policy intervention as a social process, both at the theoretical and the pragmatic levels. We have not rejected the government role in literacy promotion simply because it is the government that is in that role. Nor have we rejected the mass campaign and the large-scale national program as strategies for the implementation of literacy policies. This is not to say that we believe that everything is right with the world; that governments around the world today are being run by philosopher-kings who can do not harm; that we should only conduct mass literacy campaigns and national programs and never small programs in communities; or that literacy workers should stop their struggle of organizing people on their own behalf, working for critical consciousness among small learning groups, constructing their own literacies, and inventing their own worlds. On the contrary, we believe with Street (1984; 227-28) that there need to be changes in the ideology of literacy workers and institutions of literacy and there have to be meaningful changes in social, political and economic structures. All we are suggesting is that literacy workers do not get carried away with their localism and communitarianism and reject the role of the State and leadership from outside

the community. Nor should they forget the necessity of outside resources, both material and professional.

To put a sting in the tail, let us also state that while literacy is a social process, literacy does not cease to be a technology of codification and decodification of symbol systems; and, therefore, it might be much more appropriate to characterize **literacy as a socio-technical process**, rather than merely a social process.

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LITERACY FOR DEVELOPMENT CAN SOCIOLOGY AND ANTHROPOLOGY HELP ADULT EDUCATION?

Heribert Hinzen

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I had to think twice when SLASA invited me to be the guest speaker, I am still relatively new in the country, so I wondered whether I had as yet enough to say. But they argued: "We want your experiences from other part of the world, we shall contribute our Sierra Leonean lessons!" This transformed the invitation into a challenge, for you and for me. We decided to have a debate on the topic: "Literacy for Development. Can sociology and anthropology help adult education?" When we talk of having a debate, we should prepare for it . The introduction mentioned "participation". I shall begin with a puzzle. I shall lay down the first pieces later. Then I shall join again as we progress.

My first piece for the puzzle is a proverb from Tanzania:

> *"If you come to a village for the first time, you open your eyes, open your ears, open your heart, but shut your mouth!"*

I usually adhere to this, therefore I shall not say much about Sierra Leone directly. There is a second reason for mentioning this proverb here. For me it is a methodological challenge for all engaged in developmental work including the sociologists and anthropologists. How much do we listen, how much do we try to understand - before we offer our rural people our dishes which taste of modernisation, superficial technology and cultural disintegration? And maybe, because we did not use to listen to them, the people no longer listen or come to us. This is something which we cover up with theories of 'motivation' or 'static societies'.

I am not going to use my time giving or discussing definitions of literacy, development, sociology, anthropology, or adult education. However, the next few words will facilitate understanding and serve as a second piece for the puzzle: Literacy means the ability to read and write and calculate in any of the languages of a given society; the word 'for' in the title stresses the relevance and functionality in the process of participatory development, development of the

community and the individual. Adult Education covers all organised and informal learning for people who are grown-ups.

The third piece for the puzzle carries some of the major concepts in literacy and development and their possible relationships from a more general level:

> Literacy is good and an end in itself, it has **nothing to do** with development. It is a skill which is present and necessary in certain contexts, in others it is not. Development is a continuous process. Our world has been in existence for millions of years. Literacy is a fairly new invention.
>
> Literacy has to precede development, without literacy development is not possible. In fact, many countries in Africa or Asia claim that their high illiteracy rate is responsible for their underdevelopment. Let's make people literate, development follows automatically.
>
> Literacy follows development. Sometimes Europe is taken as an example. Around 1850, when the major developments in agriculture, handicraft and industry took place, the majority of the farmers and workers who carried the development load were non-literate. Literacy for the majority came later and became a pre-condition for certain technological changes.
>
> Literacy has to go alongside with development efforts. Whenever anything is done in the areas of literacy and development, one has to think about the possible interactions so as to reinforce the potential strengths and struggle with the weaknesses.

Most probably we shall have supporters for each of these four concepts amongst the anthropologists and sociologists. Perhaps you will raise additional ones later.

The fourth piece for the puzzle are some quotations from pupils' and students' essays which the Sierra Leone Adult Education Association received as contributions to a competition organised for the celebration of this year's World Literacy Day. They were invited to write on "Why is it valuable to be literate?"(1). Let me quote a few passages from some of the essays - and add some questions:

> *"Illiteracy is a social evil - a disease. When a man can read what he writes and also what is written, and understands what is said, he has won a war with ignorance, poverty and disease."*

Now, looking at the poverty aspect: are there really no poor literates in the world?

(Illiterates)

> *"will never be able to fit into our society let alone make meaningful contributions to it."*

My question: Are not the producers of most of the food in this country illiterate?

(Literacy)

> *"makes man to have wisdom, knowledge and understanding..."*

Does this suggest that there was no wisdom in the oral cultures of our traditional societies?

> *"The decrease in tension between many different countries has also contributed to the literacy of their countries."*

If we look at the map of wars all over the world during the past 100 years, in which literacy has spread more widely than ever before, could we really say we have a more peaceful world than before?

> *"Literacy also provides employment in countries where working in offices is the only means of earning a living."*

My question: Is literacy alone really providing employment, are all literates employed, and is the 'White collar' society a meaningful dream?

(Once literate)

> *"farmers then can discuss and understand the information on new technologies given to them by the extension workers."*

So illiterate farmers first have to be shaped to meet the extension workers needs, instead of the latter adapting to local conditions?

Well, the pupils and students of today, were not born with these ideas. They are our offshoots. They live in our families, they are taught by us, they are part and parcel of our society. Are they then merely an echo of our own attitudes?

> What are sociology and anthropology doing to change these attitudes?
>
> Do they assist by clarifying through their research?
>
> Do they engage in critical discussion of these issues in society?

I should like to add one striking statement from one of the essays:

> *"Even though literacy has numerous benefits, yet, from the African point of view, there is a possibility for the educated African to abuse his traditions and customs with the aim of assimilating the European culture which comes along with literacy. As a result, the educated African easily becomes a victim of the epidemic disease of literacy. He becomes*

> *exposed to the world of dilemma wherein he is half African and half European. He is therefore completely lost."*(2)

In my editorial work for the journal Adult Education and Development, I once used a manuscript from a Namibian colleague, Zacheus Kazapua, titled 'All cultures are different and unique'. As the fifth piece for the puzzle, I quote the following lines:(3)

> It is naive to think that Western culture is the only culture with a monopoly of knowledge, and that other cultures have to be judged according to Western standards. It is also wrong to assume that the traditional societies static, because if culture means a continuous, unbroken chain of social, economical, political, religious and philosophical development, then the traditional societies were and are developing culturally. It all depends on who is looking at the specific culture and from which background. However, we must admit that all cultures are different and unique.
>
> Just imagine a situation in which a European or even an urbanised African got lost in the bush. They would not survive very long in the bush without the traditional knowledge of how to get food or even water from wild fruits.
>
> It is rather surprising, that a man with all the knowledge of modern technology cannot survive where a Masai or any nomadic tribesman can survive easily. The answer is not hard to find, the Masai has had many interactions with this kind of environment, while the urban dweller interacted with the environment only through books.
>
> This is a clear indication that a traditional culture is carefully balanced between man and his environment. The example illustrates this clearly and we should never judge other cultures according to European standards because all cultures are not only different, but unique in relation to the challenge posed by the environment.
>
> There is no harm in appreciating and admiring the cultures and civilisation of others, as long as you appreciate and value your own culture as well.
>
> A variety of traditional tribal cultures in Africa have lots of similarities and I am convinced that at the same time each of them is different and unique in a particular way. That is why we cannot talk about African culture, but there is room to combine the different cultures. Unfortunately we as Africans seem to have accepted the European culture as the gospel truth, so we do not worry about our own culture.

Here are some more questions for our colleagues in sociology and anthropology:

> What are you doing to defend the different cultures of the peoples of Sierra Leone as unique and rich heritages - especially when processes of modernisation are employing a "caterpillar approach?"
>
> How much do you try to guide adult educators when interactions between the "developers" and the villagers demonstrate that these developers have no understanding of the actual conditions in which the villagers are living?
>
> How much are you trying to strengthen current adult education through research into traditional, indigenous education covering the life span from childhood to adulthood?

Let me continue with the sixth piece of the puzzle. Years back I received a poem, written by a sensitive Indian colleague, Satyen Moitra, putting ideas together which he had gathered while working with illiterates in his area. The title is 'Why should we become literate?', a question asked by Indian illiterates(4). I shall read part of it:

> What kind of people are we?
> we are poor, very poor -
> but we are not stupid.
> That is why, despite our illiteracy,
> we still exist.
> But we have to know
> why we should become literate.
>
> To sign one's name means nothing,
> or to read a few words means nothing.
>
> We agree to join the classes
> if you teach us how not to depend
> on other any more.
>
> We should be able to read simple books,
> keep our own accounts, write letters and
> read and understand newspapers.
>
> One more thing -
> why do our teachers feel so superior?
> They behave as if we were ignorant fools,
> as if we were little children.
> Please do understand that
> the teacher may know things which we don't.
> But we know a lot of things which are beyond him.
>
> We are not empty pitchers.

We have a mind of our own.
We can reason out things
and, believe it or not,
we also have dignity.
Let those who will teach us
remember this.

We have enough troubles and sufferings.
Why should we add to them by
joining literacy classes?

If the learning centres can make us
feel a little more cheerful,
then we may feel an urge to
join the classes.
We are not children.
Let the teacher remember this.
Treat us like adults.
Behave with us as friends.

Literacy should help us live better -
at least we look at it that way.
They say that things are being planned
for us - the poor.
Would literacy help us in knowing
those government plans?

Would it help us know
how to raise our yield, and increase our income?
And from where could we borrow money on easy
terms, and what benefits would we get from the
co-operatives?

Would we get better seeds, fertilizer and all the
water we need? Would we get proper wages?
All this, we think, is learning for living.
They say that the new program
promises us all this.
But is it only writing on scraps of paper?
Is it like one of those very many past promises
that were never kept?

Will this program teach us
how to think and work together?
Will 'doing' be made a part of 'learning'?
If all this is done, all of us
will join the literacy classes, it will then be
learning to live a better life.

We want a straight answer.

Then shall we decide whether
we should become literate or not.
But if we find out that we are
being duped again
with empty promises,
we will stay away from you .

We will say,
"For God's sake, leave us alone."

On which side are we on in our own developmental and research work as sociologists, as anthropologists, as adult educators? This list is not complete. There are the linguists, the entomologists, and those engaged in environmental studies.

> Do we, as well, look down on illiterates as ignorant people who don't and can't do anything?
>
> Do we hold the view that illiteracy and the illiterate are responsible for all ills in the society, be they social, economic, political, or cultural?
>
> Or can we appreciate the views and work of our illiterate members of society and work with them for better living conditions?

The next piece of the puzzle is a cartoon, asking the question: Who is ignorant: It is the usual top to bottom approach with the intellectuals looking down on the bureaucrats, who themselves look down on the extension people. The three groups then all look down on the manual labour force.(5)

Some more questions:

> Are we not at all levels showing certain signs of ignorance when - instead of joining hands - we quite often work without appreciating what others are doing in different areas and at different levels?
>
> We know of the complex situations which occur during all development overtures. But are our responses based on inter-disciplinary and co-operative approaches?
>
> Or are we compartmentalising - thereby ignoring the complexity of the real world - just defending the small kingdoms we have created around ourselves?
>
> What is the role of sociology and anthropology here at the University in preparing future development workers, extension agents, and teachers in respect to their professional expertise and sensitising their consciousness?
>
> Why are sociologists and anthropologists rarely found in the preparation and training of literacy personnel?
>
> What is the relevance of what we are doing here at the University to the fact that the majority of the citizens are illiterate?
>
> How far are we still contributing to an ivory tower mentality, thereby laying ground for inferiority and superiority complexes?

Let me continue with the ninth piece of the puzzle, named 'literacy for development'. You may have heard the undertone: I am not a propagandist of the position that literacy is now a must for everyone and everywhere, even for people living in cultures where written communication is virtually non-existent. I think: Literacy - yes - but well removed from the many false ideas and exaggerated expectations. Literacy only when it is wanted, agreed upon and shared by all those concerned; moreover when it is culturally and socially meaningful. I want to elaborate further on this by quoting from a statement which we as colleagues in the German Adult Education Association (DVV) produced last year(6):

> We should also bear in mind - without taking a romantic view of illiterate communities - that non-literate societies have produced and still produce positive, indigenous values and techniques for the satisfaction of basic needs and human enrichment, which are important and appropriate now and may become even more decisive in the future. Are we fully aware and often concerned about the harmful and often destructive potential of our literacy endeavours and the indirect, negative influences and repercussions on developmental processes which are apparent in phenomena like rural exodus, negligence of traditional skills and cultural heritages bound to non-written transfer from generation to generation.
>
> We do see a perspective for integrated literacy work as part of a more comprehensive concept of adult education and development which takes adults - literates and illiterates alike - seriously in their realisation of their lives, and which remains open to the question of whether literacy can be meaningful or even a tool for change. Whether literacy is a necessary or helpful tool for change. Whether literacy is a necessary or helpful tool for the improvement of living conditions can only be assessed according to the specific prevailing situation. Assessment and decision have to be based on the experience and knowledge of those who are concerned and directly involved.
>
> Our experience shows clearly that adult education and local development can often be effected without literacy skills and that the need for literacy may also arise during or even after the performance of activities by a given community or the society at large. In imposing literacy above all as a precondition we could be opposing our own objectives by demotivating the learners and leading to failure; the demotivation effect may be permanent and irreversible.
>
> Literacy, like any other means in the development in the individual, the community and the society has to be a socially appropriate "technology". A largely literate environment produces the necessity for additional literacy efforts. Adult education must make provision for motivated learners and try to satisfy their demands.
>
> Illiteracy is not a fatal disease which requires a "vaccination program" for its eradication. On the contrary, literacy work needs a careful, sensitive

and sensible choice of pedagogical approaches, neither hand-outs nor injections will help.

The questions here are:

How else can we arrive at the specific knowledge we need for these interventions at grass - or for Sierra Leone it seems to be more appropriate to talk of rice - roots level apart from "exploiting" anthropology and sociology fully?

How far are sociologists and anthropologists involved when baseline research data are needed for starting integrated literacy efforts?

Do the development projects invite sociologists and anthropologists in the preparatory phases, or do they more often only ask for them when failure is apparent and the need for a summative evaluation, often just a defensive report, is there?

How much research has been provided, or requested, identifying the amount and type of development steps that will have to be taken by the people in the rural areas before literacy also comes?

How much specific knowledge do we have on the breakdown of processes of technological inventions at village level? What could be done to revitalise rural crafts and technology for more self-reliance - with or without literacy?

What do we know about communication patterns, vital in village contexts, that have to be taken into account when starting development or literacy projects?

How much do we really appreciate the fact that the diversity of languages in this country, contribute to a rich cultural heritage and how much do we respect this fact in our development efforts?

How much do we know about what might interest people as reading materials when we do not know much about their real life, not having lived with them?

Can't sociology and anthropology help by providing insights and joining in the preparation and revision of literacy materials?

Is there relevance in the question - why do we try to make people literate? - when there is hardly anything appropriate and fascinating for them to read?

The eleventh and, for the time being, last piece for the puzzle is another proverb from Africa. And I have just learned that there is a similar one in Krio,

"Where elephants trample - the grass suffers!"

Let us not behave like elephants, neither the sociologists and the anthropologists nor - of course - the adult educators. Otherwise we fail in our responsibilities for literacy and development work.

The game is still on. Let us all contribute other pieces for the puzzle "Literacy for development." Thank you!

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(2) Mary Sesay in (1) p 19
(3) In: Adult Education and Development, September 1982, No 19, pp245 and 246
(4) In: Adult Education and Development, September 1982, No 19, pp 17-20
(5) In: Adult Education and Development, September 1982, No 19, p 109
(6) Heribert Hinzen/Jakob Horn/Wolfgang Leumer Rolf Niemann: Cooperation or campaigning for literacy: *Let's remove doubtful promises and cope with the practicable* in: Adult Education and Development, September 1983, No 21, pp 2 and 3.

UNESCO'S RHETORIC : APPEAL AND REALITY

Premadasa Udagama

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To commemorate the 40th anniversary of the founding of Unesco, APPEAL (Asia-Pacific Programme of Education for All) was launched on 4 November 1986. The plan envisages to educate all by 2000 in the Asia-Pacific region. The report on APPEAL gives the figures of adult illiterates as 618 million and of the 6-14 age groups not in school as 100 million children. This target was to be achieved in 14 years at its launching and now in 10 years.

Literacy Problem

Can it be done? Illiteracy is not a major problem in East Asian, South East Asian and Pacific countries (barring Papua New Guinea). Education for literacy is a major problem in Afghanistan (illiteracy rate 76.3%), Bangladesh 66.9%, India 56.5%, Nepal 74.4% and Pakistan 70.4%. This is essentially a problem of SAARC (South Asian Association for Regional Co-operation), formed in 1985.

Unesco's rhetoric is always appealing because of its international prestige, its lively language and also by its non-involvement in micro planning and internal issues on a project like APPEAL. Education financing in this decade has shown some decline as in Bangladesh from a high 14.8% of the budget in 1972 to a low 9.9% in 1986. So is Sri Lanka from 13.0% of the budget to 8.4% in the same years. A lecture by Adishesiah on future education in 2001 AD in India indicated that even if India were to have the money to build all the educational institutions it wanted, India will simply not have the land. In the prevailing economic stagnation, increase allocations in the education budgets in Nepal, Bangladesh and Sri Lanka can hardly be expected.

Adult Education and schooling of those children outside the system is a peasant problem. This is the least powerful class, and dominated by the elite classes in all South Asian countries. Education, especially prestigious urban education, is owned by the elite groups, who acquired this wealth in the colonial period. Educational innovations and reforms, in spite of Unesco and Unicef, have not benefited the rural poor, and the disadvantaged. Besides the class structure, cultural, economic and social factors militate against providing any positive discrimination for the development of education in the rural sector, either for adults or for children.

Financial Problems

Poverty of the peasantry is proverbial. Even after 40 years of development the poorest 40 per cent of the population received a GNP per capita income of US$64 in Bangladesh, 101 in India and 147 in Sri Lanka in 1985. This 40 per cent sector received only 17.3%, 16.2% and 15.9% of the total GNP respectively, in these countries. The percentage of the population below the absolute poverty level is 86, 51 and 40 in the rural sector respectively of these countries. Who is to plan financing and execution of the "massive and concerted effort" as mentioned in Unesco document for the Education for All?

Other Barriers

Besides the financial and class barriers in achieving the goal of educating all in Asia and the Pacific in 10 years, there are a number of other barriers enumerated by Hugh Hawes in 1983. These according to him are psychological, forces of education conservatism and administrative inertia. The other barrier is political, usually shared by educationists, whether they be planners, professors, teachers of administrators. the stifled conservatism of the elite classes in educational thinking is perhaps the greatest barrier to the development of a democratic system of education in all these countries. Education is wealth, Education provides power, prestige and social recognition. And formal education is virtually owned by these classes, and is kept a monopoly once called "confidence-mechanisms" (con-mech) used by the elite of all developing countries. The mass media again are a property of this class. The education of the poor is so neglected as to divert funds from primary education to higher education as in some states in India.

Political leadership and support are absolutes in educational innovation in developing countries. Administrative capability to innovate is necessary. Without political leadership and commitment no innovations in the traditional system of school can emerge, nor sustained for a period of time. How far the leadership in these countries provide a mass system appears doubtful. Education expenditure on free books from 1983 to 1987 has been varying from 1.7 to 2.0 per cent of GDP from a high of 4.0 - 5.0 per cent in the early sixties. Yet many non-formal education programs have been undertaken by the Non-formal Education Branch of the Ministry of Education in Sri Lanka. These were:

Skill development programs for school leavers,
Literacy centres for non-school goers and dropouts,
Adult/community education programs,
English classes for adults.

Sri Lanka registered an insignificant drop in its high literacy rates of 85% in 1980. Nearly 40,000 children do not enter primary schools which are wide-spread through the country. The number of children in the age group 5-15 not in school is around 250,000 a year. The literacy centres cater to about 4500 of these children. Sri Lanka has consistently followed a humanistic development strategy until this decade. If the provision for literacy education is so meagre one may

guess about the situation in other countries in the South Asia region. Rhetoric never equals performance especially in education.

Are there any other approaches?

Legal provision for compulsory education varies from country to country. So does the number of years of compulsory schooling. Even if the law exists no attempt has been made to enforce the compulsory education law in any country. If education throughout life is made mandatory on the part of the state it may help the development of continuing, non-formal, adult education programs in a number of ways. Concerned groups of NGOs, local government and communities may through political pressure and even through legal action induce the central governments to provide funds for such activities.

The continuing education of the lower middle class and lower classes employed in the state sector may, perhaps, develop another class to reduce the educational privileges of the elite groups by pressurising to change the system for promotions, appointments and payment of employees in the state sector. The moribund bureaucracy may initially face a few shocks in its complacency but may open up for the other sectors of society.

Another measure may be to grant tax concessions to various institutions like banks, insurance companies, private sector industrial organisations etc to provide continuing, worker or adult education to their employees, and those in the neighbouring areas. The many NGOs operating in South Asia do not seem to have made a great dent in reducing illiteracy. Perhaps organised institutions supported by the state in a variety of ways may perform better.

Except in a few cases rural religious institutions have not been fully activated to participate in literacy programs in South Asia. Perhaps even traditional literacy modes of delivery and methods may be adopted to give rural children another chance. Our modernised education systems in South Asia have neglected to see some of the uses of traditional learning methods and institutions on the belief of conservatism, traditionalism non-scientific stances and the like. This is the greatest damage done by missionary education in all our countries, which are poor and do not have the means to provide for a mass type of education. Hinduism, Islam, Buddhism and Jainism have a great tradition of encouraging learning. But the great universities that flourished under the patronage of these religions are hardly given a place in education theory and practice. Some national movements, like the Sarvodaya in Sri Lanka have used Buddhist theory of learning and the centres of Buddhist worship for all types of non-formal education.

In Sri Lanka the rebel groups have developed a new form of communication - the hand-written poster on walls of the city, or a house, or a public place. For over 18 years these groups have demonstrated the communicative power of the poster, in simple words, in poems and in drawings. In fact the government is now using the same method for countering their propaganda. This is an indigenous form of adult education, if creatively tapped for literacy teaching in rural areas. It may turn out to be a useful tool. If in a resourceful community an interested group

were to teach words and concepts through letters and pictures once a day for a month without any teacher, by posters on trees and houses, will the elderly be able to learn? Shouldn't we try it? It involves only imagination, rough demi paper and a felt pen or brush, and no intervening persons or institutions seem to be necessary.

Though Sri Lanka is a poor country the physical quality of life of its people has improved as in a developed society. Men live on an average up to 68 years of age. Females up to 70 on an average. In a population of 16 million there are now over 1 million people 60 or more years in age. In this group are fairly healthy, literate, active and even well-educated retired persons. It is a human resource that Sri Lanka and the other countries in the region may use for any adult education activities. In fact ageing is now becoming a problem in Asian countries. The aged who are learned and healthy may be a group who could be mobilised for all kinds of education activities of adults.

Such activities do not appear in the high flown language in the Unesco document which deals in stereotypes of modalaties and national, regional and international actions, as if education was only a responsibility of educators and their institutions.

Why shouldn't the state be coerced to provide opportunities for the education of all, at any time, and any place?

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THE PROMOTION OF LITERACY FROM THE PERSPECTIVE OF COMMUNITY EDUCATION

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Community education is essentially a simple concept - an educational process whereby people, individually and collectively, learn to help themselves and improve the quality of their lives. When the concept is put into practice, particularly on an international scale, and as diverse interpretations are applied, it appears much less simple. For example in an industrialised country like the United Kingdom or the United States of America, community education may be seen as a question of making existing services and resources such as those of a school more open and accessible to the local community. In a developing country in Africa, Asia or Latin America it could be concerned with the growth in the community of a political awareness that will encourage people to press for social and economic change. These, and a thousand other examples one could provide, serve only to illustrate the wide diversity of interpretations that people give to the term 'community education'. Wisely, no-one seeks to standardise the process, still less to market it as a universal panacea.

The important point is that, despite its apparent diversities, community education in practice throughout the world shares certain commonalities. Firstly, it is concerned with developing the self-respect and self-confidence of people and of the communities to which they belong. Second, it is about people in their communities learning to tackle their own problems, making their own decisions and thus taking on increasing control over their lives. Third, whilst not denying the value of financial support and professional advice, it is wary of bureaucratic structures that patronise and obstruct. Finally, it addresses itself primarily to local issues, whether social or economic or political, and to the improvement of people's lives, individually and collectively.

It was to these basic tenets of community education that the delegates to ICEA's last World Conference in Nairobi re-affirmed their commitment in their closing declaration "We stand firm", they declared, "in the belief that education is not only learning how to read, write, add or subtract, though these are important elements of the educational process. More importantly, education must support the task of making people - children, youth, adults - aware of their identity; of their problems, needs and aspirations and their resources; and of the various forces and structures that hinder the resolution of their communities. At the same time, education must also be a catalyst and a channel for the initiative, creativity and resolve of the people to solve their problems and dismantle the apparatus and structures that hinder progress. Education, in this sense, merges with social action.

It leads to a conscious endeavour by people in collectively re-constituting their environment to make it more responsive to their needs and aspirations".

To community educators holding these beliefs, the world's massive illiteracy problem is both a disgrace and a challenge. A disgrace not just because nearly 900 million people are unable to read and write but because the vast majority of them are also the world's poor, unemployed, disabled, deprived and oppressed. Lacking self-esteem and self-confidence, they find themselves excluded from the mainstream of society, lacking a real voice and unable to make a worthwhile contribution. For them, it is not simply a question of illiteracy but more a question of inequality and injustice. Such a situation which affects industrialised as well as developing countries, though by no means on such a vast scale, demands a response from community educators everywhere.

This, then is the challenge for community educators to create an environment in which every individual in the world irrespective of age, sex, religion, race, ability, political persuasion or geographical location not only has the opportunity to learn his or her first spoken language but more importantly has the desire to do so because he/she sees it as a way of improving the quality of life. Sadly, at present, most illiterates are not convinced that becoming literate will provide them with a gateway to a better life or job. Invariably, they are much too preoccupied with the basic mechanics of survival to contemplate the possibility of social and economic change which in time might bring recognition and fulfilment to their rights as human beings.

Community educators work hard to create a climate of public opinion which persuades Governments to recognise literacy as a serious responsibility and to allocate adequate resources for its promotion. They are, however, wary of national campaigns and programs which approach the problem of illiteracy in isolation, without addressing simultaneously the fundamental problems created by poverty and its concomitants. Admittedly there have been some highly successful national literacy campaigns, such as those in Nicaragua and Tanzania, but they have only occurred when political changes have given people the hope of sharing in the building of a new and just society.

Community educators also question the suitability of some of the traditional, formal programs - both public and private - which are devised for illiterates. They accept that in some industrialised countries and in some urban areas in developing countries there are people of limited literacy who have successfully entered formalised literacy programs but argue that they represent only a small minority. They maintain that their main concern must be with the majority who are indifferent or even hostile to such programs. They believe that for these people a different approach is needed - a community based approach.

In the words of the Nairobi Declaration, social education "must be based in the community and be reliant on community participation. It is only through community organisations that the initiative and creativity of people can be fully harnessed". Community educators believe fervently that the most effective way of helping the majority of the world's illiterates is for program planners and

providers to work with, not for, people in their communities, encouraging them in groups to identify their own local needs, respecting their autonomy and intervening only when asked. It is vital that the members of the groups should themselves be involved from the very beginning in planning projects to meet their needs, administering their implementation and evaluating their progress. Inevitably the nature of the activities that emerge from such a process will vary and some may not be immediately recognisable as relevant to a literacy program. Some may be primarily concerned with production, others may involve the development of rural co-operatives or health programs or cultural projects. All, however, will at some stage require the application of literacy skills and their incorporation into the overall project.

In this way illiterate people will become involved in shaping, and taking responsibility for, their own learning within the context of a community attempt to reconstitute the local environment and improve the quality of life. This surely must be an important step forward in the long-term goal of bringing about such changes in the world's social and economic structure as will in time make it possible to realise the dream of universal literacy. For the present, "Think globally, act locally", the motto of the International Community Education Association, seems to offer the most appropriate guidance.

GUIDELINES FOR EVALUATING NONFORMAL EDUCATION PROGRAMS ON LITERACY

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Introduction

The NFE program on literacy is considered an important part of the educational system in many developing countries. Countries have launched large scale literacy programs involving large sums of money, materials and resources. Therefore it is essential that the NFE programs for promoting literacy are implemented with efficiency and effectiveness. In this respect an effective evaluation mechanism should be developed to ensure that the national as well as the programs' objectives are fulfilled. It is also necessary to enable program implementors to take corrective measures when necessary to improve the program.

Evaluation can be carried out at the pre-implementation level to find out whether it is beneficial to implement the NFE program. While the program is in progress, formative evaluation should be undertaken in order to improve and make efficient and effective implementation of the program. Summative evaluation should be carried out at the end of the program to ascertain the impact of the program in the community.

Since it is often not necessary to evaluate everything within a program, it is useful and economical to limit the scope of the evaluation to what is critical and essential for decision making or program improvement. In this respect it is essential to lay down an evaluation policy which would enable the structuring of an evaluation system by which necessary data can be collected.

Approach in Literacy Program

Many countries have focused their attention on functional literacy programs. It is felt that literacy programs must impart not only reading and writing but also some functional skill and technical knowledge that can lead one to a fuller participation in the economic and civic life of his community. A person is functionally literate when he has acquired the essential knowledge and skills which enable him to engage in activities for which literacy is required for effective functioning in his group and community, and whose attainment in reading, writing and arithmetic makes it possible for him to continue to use these skills towards his own and community development.

The guidelines for evaluation enumerated below are for functional literacy programs (FLP).

Evaluation Methodology

Elements. The key elements of the evaluation methodology for a functional literacy program are as follows:

Socio-economic environment

The socio-economic environment of a community in which the FLP is to be introduced should be considered carefully. This is especially so in pre-implementation evaluation. Before the FLP is introduced, the points that need to be looked into include:

Whether the program suits the needs of the community
Whether the illiteracy rate among the community warrants the introduction of the FLP.

Curriculum

Extra care should be taken to design the curriculum for a FLP. The content of the curriculum should be relevant and sufficient to cater for the needs of the target clientele. In this respect, the following items need to be looked into:

The drop-out rate, class attendance rate and opinions from teachers, learners and community leaders. These would give some indication pertinent to the relevance of the curriculum to the clientele.
The demand for the FLP from prospective learners would show the sufficiency of the curriculum.

The FLP can have variations in its implementation in terms of its curriculum. For example:

Reading, writing and arithmetic followed by some vocational and social training, or
Provide vocational and social training accompanied at all stages by literacy training
An integrated functional literacy program.

Public Image

To evaluate public image of functional literacy as a nonformal education program in the community it is essential to consider the feedback from the community, the opinions of prospective learners, and the drop-out rate.

The hesitation on the part of some clientele to join the classes stem from some insecure feeling; they do not like to be called "illiterates". To effectively organize a FLP, measures should be taken to eradicate this feeling. Provide accurate information about the FLP so that the prospective learners would register and attend classes regularly.

Teacher performance

The qualification and experience of teachers are important. But to evaluate teacher performance in functional literacy programs it is better to look into the number of clientele who have achieved the program objectives, the reaction of the clientele to the teaching methods in the FLP classes, the class attendance and drop-out rates among the learners.

Teaching materials

The teaching material should be adequate and the print should be sufficiently large to enable the adult learners to recognize and read. Evaluation of teaching materials should be concerned with the following:

Readability of teaching materials
The adequacy of the materials, and
Availability at scheduled use.

Learner performance

Evaluate the learner's performance in terms of whether they are able to read and write news items, product labels, directions on how to use, and the like, and display other functional literacy skills. Program performance can be gauged by:

The number and percentage of learners who pass the tests in reading, writing and simple arithmetic
The level of mastery of the functional literacy skills taught in the class

Physical facilities

The effective implementation of FLP is in some ways affected by the availability of the relevant physical facilities such as classrooms, table and chairs. The adequacy of these facilities need to be evaluated.

Indicators. Basic indicators of the performance objectives need to be determined to guide the collection of data for evaluation. Some of the basic indicators that could be used are as follows:

Quantitative aspects

Ratio of registration in program. This indicator is calculated by number of participants originally registered over number of places available. Number of places available refers to the number planned by the project implementors for a specific program at a specific stage of that program.
Rate of drop-outs

Rate of attendance
Time utilization. This indicator is a ratio between class sessions held and sessions actually planned.
Rate of coverage. This is a ratio between number of eligible learners and those actually covered in the FLP.
Rate of participation in final tests. This indicator is calculated as the number of learners actually tested over the total number of learners in the particular program.

Qualitative aspects

Literacy acquisition. This indicator is calculated as the percentage of originally registered learners who at the end of the program having passed the objective tests are declared literate. The criteria for scoring the tests and the system of marking may be determined by the implementors.
Acquisition of occupational/technical knowledge which could be determined by tests at the end of the program. The criteria should be set by those responsible for the project.
Acquisition of knowledge of socio-economic character.

Degree of utilization of writing, reading and arithmetic skills

Use of writing ability. This could be expressed as the average number of messages written or transmitted by the learner over some unit of time, say a month. All written messages by the learner should be taken into account, such as personal correspondence, filling in of forms, etc.
Use of reading ability. Data that could be included here are as follows:

Average number of written messages received and read) per learner. Written messages that could be taken into account include personal correspondence, administrative circulars, books, newspapers, etc.

Use of arithmetical ability. Basic data will consist of calculations and measurements carried out by learners in the context of household accounting, marketing etc.

Instruments. The following instruments are often useful and appropriate in data collecting in a functional literacy program.

Questionnaires - to collect data from those who are literate
Discussion and interview - applicable to all Tests - two types of testing instruments are necessary to determine the summative outcome of the program ie. learners performance.
Teacher-made tests. To gather or receive feed-back for teachers' improvement of the delivery system.
Standardized test for quality control.
Records

Data analysis. Lower level implementors including teachers, should be able to utilize simple analysis techniques such as comparisons, tabulations, etc. They may need to be trained to analyze and interpret other types of data for their own use. On the other hand, higher level implementors usually have to apply more advanced techniques that require expertise and the use of computers.

Reporting. The written report should cover the various aspects or areas covered by the evaluation. Discussion on the findings should present the data and the information gathered, as well as the interpretations, in a clear and logical manner.

Comments/Remarks

Inadequate knowledge of techniques and strategies of evaluation makes it difficult for NFE practitioners to undertake evaluation by themselves. Consultants are often asked to perform summative evaluation. After a few months, a few weeks or even a few days in the program using various sophisticated instruments, these external evaluates come up with reports and recommendations. The evaluates in some instances have been observed to act as if the practitioners who have spent years in the program know very little about their own program. Some evaluates believe that only "value free" outsiders can yield more "objective" findings. But in reality there seems to be no such thing as "value free" evaluator; the outside evaluator usually has some expectations when looking at any program.

From experience we have learned that through cooperative efforts we can be more successful in our nonformal education programs. This can also be true in evaluation. There must be the cooperative spirit; both the evaluator and practitioners could pursue the task together as co-workers in the NFE setting rather than a consultant-worker relationship. This may help ensure that practitioners would be willing to apply or implement the recommendations of the evaluation exercise.

STEPS FOR EVALUATING NFE PROGRAM ON LITERACY

1. Determine the purpose of the program to be evaluated
2. Determine the evaluation policy
   a) should evaluation be done?
   b) to what extent?
   c) how should it be handled?
3. State evaluation objectives
4. Determine indicators
5. Select and develop data collection techniques and instruments
   a) checklists
   b) tests
   c) questionnaires
   d) interview schedules
6. Determine budgetary and personnel needs for evaluation
7. Assign tasks and responsibilities
8. Train staff
9. Clarify administrative arrangements
10. Collect data
11. Analyze data
12. Interpret data
13. Write final report

PART II:
Literacy Programs in Countries of Asia and the Pacific

STUDY REPORT OF ADULT EDUCATION PROGRAMS IN PEOPLE'S REPUBLIC OF CHINA, PHILIPPINES, THAILAND AND PAKISTAN

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Preface

There is concern in Pakistan only to the level of rhetoric about the low literacy rates. The necessary commitment to be supported by sufficient funds and effective programs is lacking. The seventh Five Year Plan (1988-93) suggests to concentrate on primary education and "provide hundred per cent facilities of primary education for the new generation and let the illiterates be phased out or taken care of largely by the NGO's on a demand basis". The plan, therefore, relies mainly on expansion of primary education and efforts of NGO'S for adult education to increase the literacy rate.

This strategy may not work because the potential of NGO'S to increase literacy in Pakistan is very limited. All NGO's combined together are nowhere near to government resources or infrastructure for literacy programs. Secondly the literacy programs for the existing illiterates cannot be confused with primary education. The question is a how to make the staggering number of existing illiterates (50.6 million) to become literate in Pakistan.

The study report intends to provide the Government of Pakistan with the experiences of three Asian countries which have achieved a significant level of literacy, The emphasis is on "why it cannot happen in Pakistan if it has happened in other regional countries". The report does not include much statistical data deliberately because of the nature of study.

The study became possible with the help of funding provided by Asian South Pacific Bureau of Adult Education: Sub-Region 1. The help and encouragement accorded to me by Dr Wijetunga and Dr Jayawardana, Secretary General and Secretary of ASPBAE respectively is greatly acknowledged. Professor Laeeq Ahmad Khan, Director General of the Academy of Education Planning and Management was extremely kind and helpful to allow me to undertake this assignment. His support has been well acknowledged and was a strong source in completing this report.

It is hoped that this report will help the scholars and planners towards successful planning of literacy programs in Pakistan.

Introduction

Basic education and a successful fight against illiteracy are prerequisites of the agricultural and industrial revolutions and of modern socio-economic change. Without education, society is not flexible enough, not mobile and not ready to absorb the new technological knowledge, or the new skills and know-how required to establish modern industrial production based on machines and to modernize traditional agriculture.

The growing number of illiterates especially in Asia and the Pacific is a matter of great concern for the countries of the region. The prevailing low literacy is not encouraging for the socio-economic growth. The countries are fraught with the peril of poor development. The education sector has not been high on the priority of most countries of the region.

In spite of several efforts made by the respective countries, the results have not been encouraging. Although the literacy rate of the developing Asia and Pacific region moved from 53.6% to 63.7% from 1970 to 1985 it is far behind Latin America and the Caribbean where the literacy rate is 82.7%

The regional literacy rate does not reflect the correct picture because the countries of the region can easily be grouped into three categories with regard to their literary percentage.

GROUP "A" Afghanistan, Bangladesh, India, Iran, Nepal, Pakistan Papua New Guinea	The literacy ratio is below 50% in these countries. In some cases it is even around 25%
GROUP "B" Fiji, China, Indonesia Malaysia, Turkey	These countries have literacy ratio between 50% to 80%
GROUP "C" Maldives, Philippines, Singapore, Sri Lanka, Korea, Thailand, Republic of Vietnam	The literacy ratio is above 80% in these countries

The official literacy rate nationwide in Pakistan was reported as 26.2% in the 1981 census. The latest situation might have improved slightly because the seventh Five Year Development Plan (1988-93) document mentions the literacy as 30%. This gives us an annual literacy of .47% in about the last 8 years. The population growth is 3.1% per annum. Pakistan is adding 2.5 million children to the existing population each year. The country can provide additional primary schooling to only one million each year. The remaining 1.5 million join the existing illiterate. If

no radical measures are taken to arrest the illiteracy the number of illiterates will grow to over 80 million in Pakistan by the year 2000.

Scope of the Study

In view of the deplorable progress of literacy in Pakistan which is about 30%, a study was designed to look into the following questions:

a) Why Pakistan is so slow in achieving the literacy targets?
b) Why and how several other countries have surpassed 80% literacy targets
c) What and how Pakistan can learn from the experience of different countries of the region?

Four countries were picked up for the study. Thailand and Philippines (literacy rate over 80%). China (literacy rate between 50% and 80%) and Pakistan (literacy below 50%) were the countries identified for comparative analysis.

The visits to Thailand, People's Republic of China and the Philippines were necessary to look into some of the successful programs of these countries and meet the planners and implementors as to how the colossal problem of illiteracy was handled. Meetings were held with officials working in the Ministries, Departments and Universities of the above mentioned countries. These officials were dealing with either Non-formal Education or literacy programs directly. The visit to these countries were made from November 12, 1988 to November 30, 1988. The Asian South Pacific Bureau of Adult Education (ASPBAE-Region) very kindly provided the funds for the visit for which the author is greatly indebted.

The Philippines was the first country visited followed by the People's Republic of China and then Thailand.

Findings

Why is Pakistan so slow in achieving the literacy targets?

The past efforts and present literacy programs have been able to provide benefits for only 0.2 million persons on average per year. If this rate of progress continues the country will achieve universal literacy within 200 years.

By another account the progress of literacy programs has been rated .5% per year in the last 40 years in Pakistan. If this speed is not accelerated the program of the Prime Minister that relates to literacy will take about 48 years to accomplish the target without adding any more illiterates to the existing backlog.

By virtue of the population growth rate of 3.1% per year, Pakistan adds 2.5 million to its population each year but only one million have the chance to get into the educational system and the remaining 1.5 million are left out.

Under the National Literacy Plan (1984-86) a three year model project continued to work till 1986 and was implemented in nine districts all over the country. The first year's target was to make half a million people literate. The performance of one year/11 months was "that we had been able to educate only 18,000 people in these months". (The National 1987). The achievement level was only 3.6% and fell 96.4% short of target.

The actual expenditure to make one person literate under the literacy plan came to over Rs. 3,000/- instead of Rs. 147/- as reflected in the budget estimates. Thes kinds of estimates are not conducive to successful literacy planning.

The Nai Roshni program, which has already suffered delays in implementation, may further confront some serious constraints. At present there are about 14903 single teacher schools in the country because of the non-availability of teachers in rural areas. Some pragmatic strategies are desired to overcome the teacher shortage. The management structure has to be streamlined for effective supervision of Nai Roshni Schools to check teacher absenteeism. The assumption that students will attend these schools in the afternoon, when there is not enough motivation, may not happen. The question of quality and student achievement of these schools had another dimension which will be further complicated if they are not properly accepted for the VIth grade after graduating from the Nai Roshni Schools which intends to provide condensed two years course in lieu of five years at a regular primary school

The lack of commitment at different levels of decision making does not provide commensurate facilities desirable for the achievement of a minimum level of literacy stipulated in the policy and plan documents. This is not a question of funds alone but more of a macro and micro framework to launch effectively and evaluate objectively the literacy programs.

The financial resources, which have always been limited and will remain so in the future, need serious analysis for new and innovative policy options. The funds have three distinct stages ie. allocation, release and expenditure. Usually the allocations have been referred as the funds available for the program but most of the time releases are not made either because of lack of funds or procedural and codal formalities are so rigid that whatever little was available lapses. The releases sometimes are not fully backed by the appropriate expenditure in the right direction and for that particular program. It is not uncommon to spend the money of one head against the other which will easily absorb the funds and make it visible eg. purchase of vehicle instead of building a two room school.

On the philosophical side, literacy programs are not conducive (to functional literacy) and mostly confined to three Rs. Instead of literacy we should have education programs which should impart skills to adult illiterates according to their learning capacity, urge, age, environments and the needs of the surrounding areas. We should not repeat the African experience of failure regarding literacy programs.

There is a lack of demand for literacy programs and non-existent awareness about the utility of adult literacy. The country has not yet been able to break the ice and convince the user about the efficacy of literacy programs and their relationship to earning a living. With the general socio-economic progress of the people, there is still divided opinion at the policy/decision-making level whether the thrust to provide educational facilities should be for a child who is going to take responsibility for the future or a middle aged person whose contribution even after becoming literate remains limited.

The socio-economic structure of the country has rapidly changed because of economic prosperity, though through superficial means. The management system of education did not expand commensurate with other sectors hence any financial input to boost and strengthen the implementation machinery did not bring dividends because the system could not absorb those funds in the direction they were planned. The procedural formalities at the same time do not accept any intervention or innovation in the intricate and inter-locked structure in the bureaucracy of the country.

The means of literacy instruction ie. language has great cultural significance for literacy programs. This language when used to highlight the time and culture honoured festivities, the stories of heroes and martyrs may be more effective as a literacy instrument than using it in a more formal and rigid way. The local language or mother tongue helps substantially the initial learning and should be used for literacy drives and programs.

Educational planning in Pakistan has a tendency to produce on an expanded scale the existing educational system. There is an immense need to bring structural changes, to redistribute educational opportunities and bring qualitative reorientation in the system if the country wants to bring a visible breakthrough in the program of adult literacy. The gap between education planners, practitioners and users should be minimised and due emphasis be given to micro planning.

The lack of reliable and valid data generally leads to unrealistic and faulty planning. It is very common and quite consistent in all the policy documents to exaggerate targets and under-estimate costs.

Implementation has been a major problem and constraint in achieving our policy objectives in the program of adult illiteracy. The obstacle of human behaviour, centralised decision making and lack of managerial training are some of the major problems in the way of implementation.

Why and how several other countries have surpassed 80% literacy targets

All the four countries have noble intentions to arrest the problem of illiteracy as soon as possible. This is amply reflected in the policy documents prepared by the respective governments. The countries who lagged behind in literacy had lack of political commitment and poor implementation of literacy programs. The programs were also not backed by necessary financial allocations. The low level of motivation among the illiterate and neoliterates was a serious problem. The

political instability has resulted in so many "starts" for literacy programs which has meant a great wastage of resources. Pakistan went through this process. China soon realised the problem and tried successfully to enhance literacy for socio-economic growth. Philippines though as poor as Pakistan adopted an extensive approach by tackling illiteracy through the provision of funds and integrating literacy with Non-Formal Education. Thailand's achievements have been most impressive because of an absolute commitment to eradicate illiteracy in the country. The two open universities in Bangkok have been playing an important role in integrating NFE with Formal education and training. All the four countries have Departments which plan, implement and monitor the adult literacy programs.

The macro level planning was considered important by all the countries but those who have succeeded so far well realised that macro planning alone usually did not take full account of the field situation hence it was necessary to involve all segments of society for the planning and implementation of different adult literacy programs. The normal practice had been to plan the programs in a highly centralised way and send it to the provinces, units, districts etc. for implementation which poses serious problems in achieving the target.

In China the leadership and administration of workers' and peasants' education and literacy education, Commissions for Workers' and Peasants' Education have been set up in all provinces, municipalities and autonomous regions.

The Commission implements the decisions, guiding lines, and policies of the Party's Central Committee. Each department in the Commission has specific responsibilities. The education department is in charge of the formulation of teaching plans, the compilation of teaching materials, and the training of teachers. The labour union, the Communist Youth League, the Women's Federation and the Peasant Association are responsible for doing propaganda and mobilizing the involved organisations to take an active part in the anti-illiteracy movement. The Youth League and the Women's Federation play key roles in organising both the youth and the women.

The lack of planning and implementation structures at local level for literacy programs were well realised by Pakistan and China. Although the Chinese system of macro planning and implementation is well organised with a good monitoring system by communist party cadres. The literacy programs are impressively related to the everyday life of Chinese people. This is not the case in Pakistan. The literacy programs seem more like academic exercises. Thailand has well established planning and implementation structures at local levels. The system is properly decentralised not only in the delegation of responsibility but also commensurate authority has been given.

The country most successful amongst the four is Thailand. One major reason is the shared responsibility between Federation and provinces for implementation of literacy programs. There are more than 50 provinces in Thailand and each province had set the minimum targets to achieve literacy. Similarly in the Philippines the District authorities with the help of the Ministry of Education launched literacy and vigorously pursued the implementation. One country had a

centralised program of adult literacy which has not worked successfully. In Thailand functional literacy programs made the real difference. Following categories of program were quite successful.

Classroom-type instruction

Classroom-type instruction i the earliest form of functional literacy class. The instructor teaches in a regular school during the day and in the evening holds a night class for not less than 25 adult learners, receiving an honorarium of 30 Baht per hour. Classroom-type instruction is usually organised in a community where there is a sufficient number of illiterates and where a formal school exists.

Volunteer walking teachers

In an area where illiterates do not live close together but are instead scattered in different villages in too small a number to hold regular classroom type instruction, a fulltime teacher is selected and hired to go round to different villages to teach them. There can be as few as two or three illiterate persons making up a group. Within a day the teacher can possibly meet with a few groups. The teacher is thus called a walking teacher.

Moreover, the placement of walking teachers in a rural community provides a continuity between functional literacy and other non-formal learning activities and a linkage between education and community development. In priority areas the government mobilises resources from all sectors of development. This provides an integrated, well-planned development program as exemplified by the Poverty Areas Development Project and the Border Villages Defence and Development Project.

Hill-Tribe Functional Literacy Program

The hill-tribes are minority groups that have their own culture and languages which differ between tribes and from the lowland Thais. They live at various altitudes in relative isolation among the hills in the north practicing swidden agriculture for a livelihood.

The Functional Literacy Program for the hill-tribes began in 1976. Walking teachers who are both lowland Thais and tribesmen, have been trained and sent to the hill villages to teach interested adults basic knowledge relevant to their situations and problems. The 250 hour curriculum was specially developed to correspond to the hill environment and modelled after the lowland curriculum in structure and principles.

Functional Literacy Program operated by teachers' colleges

There are 36 teachers' colleges which offer certificate courses with three months practice teaching for a large number of students. The students normally go to practice in primary schools in the rural areas frequently supervised by the teachers. The Department of Teachers Education has agreed to let the students

teach functional literacy to adults living in the vicinity of the schools so that the students will have contact with the community which will give them experience that will be beneficial to them later.

In China, professional administrative agencies for adult education have been established in the administrative departments of education at all levels for the purpose of strengthening the leadership of the anti-illiteracy movement and post literacy education. There is the Department of Adult Education in the Ministry of Education, the Section of Adult Education in the Bureau of Education in the government of each province, municipality and autonomous region, and the Office of Adult Education in the Bureau of Education of each city or county. A certain number of special regular cadres are appointed to the post in the agencies at all levels to be in charge of daily administrative affairs. In the light of the practical needs, special regular administrators or part-time administrators are also appointed in the grass-roots units, factories and enterprises, sub-district offices in cities, and communes.

Thailand and the Philippines succeeded in achieving more than 80% literacy. The training and orientation of literacy teachers was well planned and extensive. The nature of training was completely different as compared to the teacher training programs of highly formalised systems. The training was done in the field. Other than teaching skills two traits were emphasised. First one was to motivate the illiterate to become literate. Second was to protect neoliterates from relapsing into illiteracy.

In Thailand, Provincial Education Officers, Chiefs of Provincial Non-Formal Education Centres, and District Education Officers have been charged with the responsibility of providing follow-up and supervision of the Functional Literacy Program. These educational authorities are to visit classes at least once every two months. A teacher is expected to consult these officials on whatever problems may arise. Village Headmen also oversee the teacher's work and help solve difficulties.

A teacher has to submit a monthly report to the Provincial Non-Formal Education Centre via the village Headmen and the District Education Officer. All teachers within a province meet once a year to discuss experiences among themselves and to provide the Provincial Non-Formal Education Centre with necessary feedback.

China launched a big diagnostic study as to how effective literacy programs can be planned and implemented. The major objectives of the investigation were:

(a) finding the educational levels, study conditions and demands for study among the young people and adults so as to set up archives of everyone's educational level and collecting the statistical figures for planning; and

(b) conducting comprehensive studies on the needs for new agricultural production techniques, and on the people's economic living standards and school-running conditions.

On the basis of investigations, the production teams, the production brigade, the commune, and the county, worked out respectively their local plans and requirements, and then reported to the authorities of regions and provinces who prepared the overall plan.

In Thailand, the training of personnel responsible for the provincial (staff) and field (teachers) level personnel operating literacy programs is conducted by three agencies at the central, regional and provincial level with different functions as follows:

(a) The Division of Non-Formal Education Development is responsible for mapping out training strategies, content and methodologies by compiling data and opinions of the regional and provincial staff, training of trainers, and assisting the regional and provincial staff where necessary.

(b) The five Regional NFE Centres are located in the country's five regions, they train provincial level staff responsible for the administration of literacy programs and most functional literacy and walking teachers conducting literacy classes. This training is generally pre-service. The Regional Centres also conduct follow-up on the effectiveness of training in order to review and revise the training programs.

(c) The Provincial NFE Centres frequently provide in-service training and sometimes according to their capabilities pre-service training to literacy teachers. In addition, they follow up training and are responsible for overseeing the community level orientation of National Literacy Campaign teachers.

One of the most difficult elements in the Adult Education Program is the preparation of literacy material. A prominent feature of adult education is to combine learning with application. The educational material should be closely linked to production, the needs of life of the people, and their economic interests, which is a striking characteristic of the present literacy education program.

In the literacy education and culture-learning process of many areas, conscientious efforts are made in China to combine culture-learning with the learning of production technology, and the learning of the knowledge of life. This method enables the farmers to obtain the technical know-how which they strongly desire, but have not yet mastered, while they are learning to read and write. This has made it possible for the farmers to apply what has been learned and has changed the attitude of many of them from "I am made to learn" to "I want to learn". This brings about an animated and lively situation in literacy education, as well as in the education of farmers.

In Philippines very useful material has been developed after a lot of experimentation. The material is intended to make the literacy program as functional as possible. The learning skills must be combined with earning skills. In Pakistan the Literacy and Mass Education Commission has developed training material which requires more functional vocabulary in the existing literature.

What and how Pakistan can learn from the experiences of different countries of the region

The literacy problem is a serious and difficult one, hence no magic solutions can be offered. On the other hand some examples are available, particularly in Africa, where in two decades the literacy rate shot up from less than 50% to over 80%. Similarly some Latin American and Asian countries also achieved the same success. Following are some of the strategies which can be used to eradicate illiteracy in Pakistan.

Strategies

In the past four decades Pakistan has tried to tackle the problem of illiteracy haphazardly. The target group - adult illiterates - was so large that one single strategy or one program could not improve the annual percentage increase of literacy to more than 0.5%. It actually decreased to .475% in the last eight years. The depressed literacy ratio is due to illiterate rural females. By and large all the programs looked at the total existing number of illiterates which had been more than 40 million at any given time since 1947.

One possible strategy is selective approaches focussing on specific target groups. It can be suggested that rural females could be the first target group for literacy programs to be followed by adult males living in rural areas. Then the residents of urban slums could be the focus for literacy programs. This strategy will be more effective and can focus on specific target groups. Mobile training teams of qualified personnel should go to the rural areas. These teams should identify educated/literate people from the local areas, give them short training, enough literacy material and try to create an environment through which a particular target group becomes interested. The literacy programs should influence a neoliterate in such a way that they feel the change after becoming literate. This can be achieved if certain skills are imparted through the literacy programs in addition to reading and writing.

Another strategy could be to divide the country into geographical regions in which the main criteria of distribution will be literacy rates. It is possible to focus on one geographical part of the country and after achieving 80% literacy, move to another part with similar conditions.

It is also possible to concentrate the program of literacy in the areas which seems most promising and very responsive to this need. In this situation, the bigger cities could be the target. In these areas access will be easy and success becomes visible particularly during a relatively short period.

The labour force working in agricultural sectors can be another target group for literacy. The Government advances loans in billions of rupees to the agricultural sector and one condition of the loan could be that the lender will cooperate with the governmental or non-governmental organisations which help to promote literacy in these areas.

The industrial labour force is more organised through the labour unions. The hiring of industrial labourers should be the partial responsibility of labour unions with the condition that all illiterate labourers will be made literate in two years time.

A mass campaign strategy has to be launched so as to create an environment in which an illiterate will feel himself or herself out of place. The TV is the most effective media but it has access to only 40% of the population and most of them reside in the cities of big towns. The message should be that the literate person spends a more meaningful life than the illiterate. There should not be too much emphasis on the need for literacy rather that the fruits of literacy be highlighted.

Each of these strategies can be developed in action programs depending upon the priorities of the government. It is necessary to point out that the literacy programs cannot succeed through the approaches Pakistan has already tried. The literacy effort demands consistency and sustained efforts whereas the practice has been 'turn on' and 'turn off' strategies with the change of short term policy objectives.

A detailed action program as to how to make 40 million adults literate is given below. This action plan identifies target groups generally ignored, highlights components of occupational training and output targets:

Identification of target groups generally ignored

- Women: married women with children; married women; without children; unmarried women (girls); those in rural areas; towns, large cities

- Out-of-school youth: those who have never attended school; those who have less than two years of primary schooling; those in rural areas; those who have been employed; those who have never been employed

- in rural areas: the distinction can be made between farmers and non-farmers;

- two special groups to be noted are the disabled and refugees;

among workers (fully or partially employed), those in urban areas and those in rural areas.

Identification/reinforcement of following three subject areas for NFE

Functional Literacy

a) reading and writing (proceeding together)
   - basics imparted with the primer (50-56 lessons)

b) Numeracy - started with primer, but continuing through the course: numbers, addition, subtraction, simple multiplication and division, decimal system
c) Functional Elements - starting with sentences related to matters of daily interest in the primer and going on to the incorporation of basic elements of social education items, given below, in its graded readers (10-12)

Social Education
Health and Hygiene
Nutrition
Child Care
Schooling and training of children (particularly girls)
Responsible parenthood and family welfare
Home management
Saving for security
Community relations and community development
Role and status of women

Occupational Training
Agriculture
Basics of Modern Agricultural Techniques (including preparing the ground for sowing, seed selection, natural and chemical fertilizers, irrigation, weeding, plant protection, cropping, storing and marketing).
Trees and their planting and care
Specific Crop Management:
Wheat
Rice
Cotton
Sugar Cane
Pulses
Maize
Bajra
Jawar
Barley
Vegetables
Oil seeds
Cooperative Approaches and Techniques
Other Specific Rural Occupations
Poultry Farming
Animal Husbandry
Pisciculture
Beekeeping
Sericulture
Carpet Weaving
Basket making
Sewing and embroidery

Shopkeeping
Gober Plant: Installation, Operation
and Maintenance
Tractor maintenance
Cycle repairs

Implementation Approaches

- Identification of significant overarching components and providing for broad attributes, leading to a global minimum costing of the implied program.
- Identification of significant unit operations if the program is to reach the target populations in the field, and providing for specific attributes, which would lead to detailed action plans and one corresponding costing. (However costing of one component-media has been provided as an example.)

Output Targets

Functional Literacy
Making 40 million youths and adults, including 20 million girls and women, functional literate in 10 years: 15 million in the first five and 25
million in the next five years, as follows:

	Rural			Urban			(in millions)		
Category	F	M	T	F	M	T	F	M	T
Youth (10-15)	3	3	6	1.5	1.5	3.0	4.5	4.5	9.0
Adults (15+)	11	11	22	4.5	4.5	9.0	15.5	15.5	31.0
Total	14	14	28	6.0	6.0	12.0	20.0	20.0	40.0

For this purpose, under the aegis of the Ministry of Education and its provincial counterparts, 1,200 teachers, former teachers and other qualified persons would be trained to train literacy teachers, from among teachers and other qualified persons. With four training courses each year, each trainer would be able to train 100 literacy teachers (25x4). Rising from 1 million to 5 million in the fifth year, the resultant 120,000 literacy teachers should be able to make an average of 3 million adults literate each year (maximum potential: one teacher x 25 adults x 2 courses x 120,000 = 6,000,000 learners, which leaves a 50 per cent margin for lower enrolments and drop-outs). In the next five years, with the addition of another 120,000 literacy teachers trained by the same 1,200 literacy, we should be

able to maintain an average of making 5 million adults literate each year.

It is also to be noted that the literacy campaign is to be assisted by radio for motivational purposes and by television for both motivational and instructional purposes (see section on Mass Media).

Social Education

Selected agents of change and motivators with demonstrated abilities in their own spheres of competence are to be trained to disseminate social education among their peers, through communication and education. for this purpose the following Ministries/Divisions and their provincial counterparts would each arrange to train about 300 master trainers, 150 in the first five years and 150 in the following five years, at the end averaging about four per district:

Local Government and Rural Development
Population Welfare
Women's Division
Health
Social Welfare

As a result, in the first five years, 750 trainers and, by the middle of the second five years, 1,500 trainers in social education would be available. Each trainer, with short training and refresher courses held at the rate of one per month with 25 participants, would thus be able to reach 240 participants in a year, constituting about 80 trainees. Thus, at the end of the first five years, allowing for a slow start and gaining momentum and for dropouts, 140,000 agents of change should have received training (maximum potential: 80 x 750 x 5= 300,000). At the end of the first five-year period, these agents of change should, at an average rate of close contacts and educational sessions with 50 persons in a year, be able to educate, influence and motivate 7 million people towards social improvement in the course of a year. By the end of the second five-year period, this figure could then be raised to 14 million.

The Ministry of Labour and Manpower and its provincial counterparts are already performing the function of educating and training workers, including population and family welfare education. This effort will need to be expanded and strengthened, leading to a doubling of the current outputs within the next 10 years.

Occupational Education

In this subject area, similar results, towards upgrading existing skills and developing new ones, can be achieved by the following Ministries and the provincial counterparts providing training for master trainers in allied groups of occupational fields as follows:

	Number
Agriculture, Food and Cooperatives	1,000
Local Government and Rural Development	200

Through these master trainers, towards the end of the second five-year period, some 250,000 selected agents of change in various occupational fields should have received training and be in a position to educate and influence over 12 million rural men and women in different occupational fields in the course of a single year.

"TOKPLES" LITERACY IN PAPUA NEW GUINEA: The challenge of vernacular literacy in a multi-language environment

Susan Malone

Susan Malone is a Literacy Consultant with the Summer Institute of Linguistics. She and her husband Dennis have been seconded to the Curriculum Development Division of the National Department of Education. Their assignment is to assist national, provincial and local education leaders to plan, initiate and implement vernacular literacy programs.

For literacy specialists committed to the idea that basic literacy should be taught in vernacular languages, Papua New Guinea presents the greatest challenges: the country's 3.5 million people speak over eight hundred distinct languages. For that and other reasons (lack of funds, lack of trained personnel, the "English-only" education policy of the former colonial government), at the time of independence in 1975, relatively few Papua New Guineans were literate in their mother tongue. And nearly fifteen years later, the majority of Papua New Guinea languages have never been put into written form. Mother tongue literacy in PNG? It would appear to be an impossible task. And yet, that is the goal of the new national literacy program.

The Need for Vernacular Literacy Programs

Over the past several decades, a growing number of people in this country have recognised several nation-wide problems and trends which could be largely attributed to the formal education system:

- Children were losing their awareness of and appreciation for their traditional languages and cultures, and

- Children were doing poorly in primary school, the majority of them dropping out of the formal system before Grade six.

Even before independence, communities scattered throughout the country had established vernacular preschools as a means of promoting their local language and culture and of helping their children prepare for primary school. By the early 1980s several provincial governments had developed preschool programs within their provinces. The goal of all of these vernacular or "tokples" preschools was twofold: 1) helped children "bond" to their own language and culture before they were exposed to outside influences, and 2) ease children's transition into formal education by first teaching them basic literacy skills in their mother tongue.

Beginning the National Program

They needed communication skills in a national language (in order to get information from outside) and also wanted to be literate in their own language (because of their close identification with their mother tongue).

National education leaders recognised that these grass-roots movements were the results of very real concerns felt by individuals and communities throughout Papua New Guinea. In January, 1989, a "Language and Literacy Section" was established within the Curriculum Development Division of the Department of Education. A National Literacy Committee was formed. The task was defined: assist communities and provinces in planning, development and implementing vernacular literacy programs, and implement a national structure for co-ordinating these efforts.

The System and Method that Promises Success

The task seems enormous, almost overwhelming, except for several important factors. The first is that Papua New Guinea's literacy program is **community based.** Local programs are developed only in those communities that take the initiative and responsibility to begin and maintain them. Outside assistance and funding come only in response to local efforts. In other words, literacy programs develop from the "bottom-up" rather than from the "top-down".

The second factor that has and will make vernacular language literacy possible is that since programs are community-owned and operated, the **resources** for the programs are gathered, as much as possible, from the local communities themselves. Local people are recruited and trained as teachers, literature producers, and supervisors. Local buildings are used for classrooms. Outside funding is used to subsidise programs already in operation, not to start new programs. Outside personnel are used to train and assist local people who are selected by community leaders and are responsible to them. The use of outside supplies is restricted to the essentials, and those that are introduced are appropriate to local technology. With commitment, resourcefulness and training, local people are thus equipped to meet their own needs with programs that belong to the local communities themselves.

The third factor that promises success is a system for **producing vernacular reading materials.** For PNG's literacy programs, this system is based on three principles basic to any community development project:

- Use local resources as much as possible
- Use technology that is appropriate to the local situation
- Go from the known to the unknown

Each Papua New Guinea language has its own "oral literature", which includes a rich supply of stories about locally familiar people, places, and activities. Local people trained as writers can use these familiar stories to develop reading materials for beginning literates. The writers are also taught to make their stories into books by using simple silk-screen duplicators. Having learnt how to write and

print their own books, these local writers are supplied with paper, ink, stencils, and silk-screen duplicators and encouraged to continue producing their own materials. After a Writers Workshop for a literacy program in one Highlands language, over 130 story booklets were written, illustrated, edited, and printed by several local people over a six-month period. These booklets, graded in reading levels, have formed the basic-level reading material for children and adult literacy classes in that language for the past five years. The booklets are considered a success by local people because the subject matter is familiar to them and because the booklets were produced locally, and therefore "belong" to the community.

In the process of development is a system for producing the large varieties of reading materials that will be needed for **post-literacy** in different languages, again utilising local resources and technology that are appropriate for village situations. In this process, "prototype" materials, dealing with a variety of topics (health, agriculture, culture, religion) are produced in national languages at national and regional centres. Text and pictures are put onto computer and stored at the centres. A list of titles is available for distribution to provincial and community language programs.

When a "Translation Workshop" is planned, specific titles can be ordered from the nearest distribution centre. For each title that has been ordered, a prototype booklet with pictures and corresponding national language text is printed. Stencils are also printed but with pictures only, no text. (Each stencil has pictures for four pages - each page being one-quarter of a sheet of paper.) The prototype booklets and corresponding stencils are sent to the workshop. Local people translate the text into their own language and write or type the translated text onto the appropriate stencil, using the prototype booklet as their guide. Booklets are printed using silkscreen duplicators. As people become proficient at translation, they are encouraged to continue translating additional booklets.

Each part of the national literacy program, then, is developed in such a way that it will be easily adapted to local situations, invite local participation, and utilise local resources. Other examples of this kind of effort:

- A national curriculum for vernacular prechools that will serve as the framework on which local language groups can develop their own curriculum. Beginning in 1990, Curriculum Development Workshops will be conducted for those language groups ready to begin their own programs. At these workshops, mother tongue speakers will develop their own preschool curriculum by adapting the national framework to their particular language and situation.

- The recently conducted national "Literacy Program Planning Workshop". At the workshop, national, provincial and local education leaders used a national planning guideline to develop program plans for their particular areas. Strategies common to all literacy programs were discussed but participants were encouraged to adapt these strategies to their particular situations. Follow-up training workshops were planned and the goal of training was

established: recognise and promote local expertise. Prepare provincial, district and local people as consultants and trainers for their own areas.

Conclusion

The new Language and Literacy Policy states that people shall be taught to read first in their mother tongue, then in a national language, and shall be encouraged to maintain and expand their literacy skills in both mother tongue and national languages. By following these guidelines, the developing program in Papua New Guinea will recognise this country's rich cultural heritage and, at the same time, equip local people to deal with changes coming in from outside. It will promote local cultures as well as develop a sense of national unity.

Of course, there will be difficulties. Many language groups still lack the motivation and commitment that will be needed to develop and maintain an on-going literacy effort. The number of Papua New Guineans who are trained to serve as consultants and trainers, though growing, is still small. And finances remain a problem. Still, as great as the problems may be, the potential for overcoming them is greater because the program has been born out of the hopes and needs of the people themselves and is built on their commitment and participation.

LITERACY WORKSHOP REPORT

S H Waura

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Introduction

I am most grateful to produce this report after I have participated in a "Tokples Literacy Workshop" held in Ukarumpa Training Centre, PNG Highlands, from 4-22 September 1989.

My sincere thanks go to everyone in the Ministry of Home Affairs and Provincial Government and Ministry of Education and Human Resources Development here in Solomon Islands who have in one way or another assisted in making my participation and stay in Papua New Guinea possible.

Further still, I wish to convey my special thanks to ASPBAE for the kind assistance in financing the trip. Also not forgetting Susan Malone, Ukarumpa course coordinator and other lecturers who made the workshop so interesting.

Background

Because of flight schedules I had to miss the lecture on education policy in PNG which was a pity. However, the whole course was great.

The Education Planning Programme was the most stimulating area in the workshop for me. Furthermore, planning took up most of the lessons in the workshop so it was made very clear to many of us.

Other very important areas covered in the workshop were:
a) Principles of adult literacy; b) Language and literacy policy; c) programme planning; d) Principles for developing community-based education programmes; e) Philosophy, objectives and goals; f) Guidelines for beginning literacy programmes; g) Factors indicative of language demise; h) Social linguistic issues; (i) Alphabetical contact list; J) Criteria for successful projects. A lot more was covered on literacy that I am unable to mention here.

In PNG literacy in vernacular language is not a problem. In most of the 19 provinces of PNG some literacy work has already been started by the Summer Institute of Linguistics (SIL). SIL personnel have been placed in all provinces to supervise linguistic programmes and develop suitable teaching materials that go with it. There are hundreds of specialists in PNG today who help the Ministry of Education to promote and expand tokples literacy there, with material production, teacher training and teaching.

Regarding manpower, PNG has more than enough. There are linguistic experts in SIL. They have all the resources they would need to bring a literacy project success despite the 800 different languages they have. Human resources is not a problem to PNG. If utilized correctly, they would not have any problem. According to seminars we have some very good work going on there already.

Literacy in mother-tongue would be new to Solomon Islands. Although some attempt was made by the early missionaries there was no continuation. A few prayerbooks and Bibles were written in the vernacular language but no one cared to continue the good work as far as producing teaching materials in children's own language for pre-schools.

Children who are taught in their mother-tongue in the first year of school learn faster than those who begin with a foreign language. They should, as they learn from known to unknown and grow with learning experiences. In Solomon Islands, teaching beginners in their mother-tongue should not be a problem but production of teaching and reading materials is our main concern. Now is the time to start.

Recommendation

Planning is lacking in many schools in Solomon Islands. This causes some teachers to teach without knowing their right destinations. A plan assists to shape, direct and make a clear destination for the children we teach. In fact, it achieves our goals and objectives. Planning children's' education should be made clear to teachers to help them teach the child rather than teaching the syllabus. Today most teachers are not really clear as to where they are going and use a syllabus centred type of teaching.

For literacy material production, Solomon Islands needs an expert in linguistics to manage that area. At this time we do not have such a person, but we must start as soon as possible.

Another possibility is to run a course on curriculum development for all our trained teachers and those in the community who could help translate local languages into English or English into local languages. Let us start. If we could have one linguistic expert to each province it would be better.

Solomon Islands College of Higher Education is at present doing excellent work in teacher training; compared with previous years the standard is twice as high, but I suggest that all teachers undergoing teacher training should be equipped with some knowledge of curriculum development. This, I hope, will enable the teachers to develop and produce their own materials whenever possible, especially at this time when we are stepping into literacy in vernacular language.

Promotion of primary school teachers at present does not give encouragement and better production to secondary schools. The more children you have the more pay you will get is a deadly method. Teachers should be promoted on merit, taking into account their work performance and production plus qualifications. However, what I would like to clarify here is that some knowledge of curriculum is required

in our teachers to minimize cost and recruitment from outside. Otherwise a course material production facility is urgently required to get things off the ground.

Finance! During the Ukarumpa workshop only food was provided. To me that was very good. I enjoyed everything even though no pocket money was provided in terms of overseas allowance because my whole interest was to run a "literacy pilot project" in Makira Ulawa Province. Although I sometimes felt out of place among my friends and refused to accompany them to interesting places, I bore all the consequences because it was my wish to attend for the good of my people and country.

However, next time some reasonable and interesting arrangements must be made to enable the participants to feel at home and be a member of the group in every way possible. To avoid frustrations in future courses or workshops I ask those concerned with to treat this matter respectfully.

Finance is another very important area SICHE has overlooked. I would like to suggest that Teachers should be equipped with some knowledge of proper modern financial records, because while out in the schools they will be handling school fees, school funds etc. Some may also assist communities with community projects depending on where they are posted after their successful training.

I wish to thank and remind those very important officers in this country who are concerned with literacy, to be with me and find some ways to begin. It has been proved successful in our neighbouring country so why not here? Ukarumpa Workshop was really great.

May I once again thank one and all.

THE PSYCHOLOGY OF ILLITERATE RURAL WOMEN IN KOREA

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Introduction

While Koreans are known to be a highly literate people, more than half of the rural women are in fact illiterate. In 1975-76 the author conducted a participatory research in a typical village in central Korea involving members of the Women's Club, who were also operators of a cooperative store. The research revealed that 69 per cent of the members were functionally illiterate, yet no effort has been made to upgrade their level of literacy.

This paper seeks to (1) investigate the literacy level of the rural women in Korea (South); (2) examine their sociopsychological traits; and (3) draw implications for promoting literacy among the rural illiterates.

The data presented in this paper were drawn from surveys conducted last year (1988) in eight villages in South Korea. Each of the villages represented a province; Jeju Island Province, however, was not represented.

405 women, aged 15 and above, were interviewed. The questions were designed to identify the illiterates and the literates, and certain independent variables, such as age, religion, and years of schooling, were noted.

Quantitative data were processed and analyzed through statistical methods (for example, Chi-square), and qualitative responses were gathered.

Literacy is operationally defined in this paper as the ability to read, comprehend, and write on the third grade primary school level.

Literacy Level of Rural Women

Out of the 405 women, 210 (51.9 per cent) were identified as illiterate, while less than half (48.1 per cent) were literate. This result was presented in an informal workshop to more than a hundred pastors serving in rural churches, and they concurred with the findings.

Based on the 1985 National Census, the Republic of Korea has a total of 4,842,584 rural women, aged 15 and above (this constitutes 17.1 per cent of the total adult

population). If 52 per cent of these rural women are illiterate, then the number of educationally disadvantaged rural women is approximately 2.5 million.

Socio-psychological Characteristics of Rural Illiterate Women

A number of characteristics were found to be associated with the level of literacy of the rural women.

Firstly, age was proven to be related with literacy. That is, the older the women were, the higher the rate of illiteracy. Table 1 shows that 85 per cent of the older women (aged 50 and above) were illiterate, while 93 per cent of the younger group (below 40 years) were literate.

This may be explained by the fact that the compulsory six-year education ruling was launched in 1948 - thereby affecting only the younger generations.

Table 2 shows that there are more older women in the rural areas (23 per cent) than in the urban areas (12 per cent). Among the younger group, more live in the cities (49 per cent) than in the countryside (35 per cent). It may therefore be inferred that the reason for the high incidence of illiteracy in the rural areas is that there are more older women in the rural than in the urban areas.

Another characteristic of the illiterate women was the absence of schooling. Among the literate respondents, only nine per cent had no schooling while 91 per cent had dropped out or had at least graduated from primary school. Among the illiterate respondents, 90 per cent had no schooling and thus only 10 per cent had attended school.

While the relationship between literacy and schooling is evident, the findings reveal a 10 per cent margin of exception. Roughly one-tenth of those who had no schooling became literate by undergoing some form of non-formal education. Also about a tenth of those who had some schooling lost their literacy since they seldom practiced in their day-to-day life what they had learned in school.

Thirdly, Christianity was seen to be significantly related with literacy. 65 per cent of Christians were found to be literate as against 46 per cent of non-Christians. However, only 11 per cent of the respondents (or 43 women out of the 405) were Christians, and this rate is much lower than the national average of 25 per cent.

It may be inferred that the religious practices of reading the Bible and reciting prayers could maintain literacy. During the survey period, for example, it was learned that a woman of 65 years had just professed Christianity and thereafter learned to recite and comprehend "The Lord's Prayer". In addition, if some churches provide literary classes to illiterates, the beneficiaries would most likely be Christians.

The fourth characteristic of the illiterate rural women was their strong feeling of inferiority and shame about being illiterate, a condition that they likened to being naked. When they were asked whether or not they were literate, they usually

answered that they could write some simple Hangul (Korean alphabet) words such as their names. This is the reason why the reported levels of literacy of some of the interviewees were not accurate.

The following are some case stories of women who attended the Literacy Learning Class offered by the Korean Institute for Women's Life Studies.

Case 1: A woman in her 30s had never admitted her illiteracy to anyone. Alone on the subway train, she did not hear the name of the station that was announced upon their arrival. She was embarrassed however to ask where the next stop was, for then her illiteracy would be known.

Case 2: Another women in her 30s had two children in primary school. She did not want to bring her books and notebooks home since this might reveal her literacy classes and discourage her children.

Case 3: A women in her 50s attended the Literacy Class because her daughter was marrying soon and her being illiterate might discourage the daughter's boyfriend and ruin a happy marriage.

Case 4: Dozens of women living far from Seoul came all the way to Seoul to attend the Literacy Class in order to hide their classes from relatives and friends.

Case 5: A young woman in her 20s had two children attending primary school. When the children had asked her to help them with their homework, she evaded their questions. She left home for six months with her husband's permission for reasons other than to attend the Literacy Class.

The fifth characteristic is that the illiterate women had good memory. Some of them remembered accurately their ancestors' memorial days or their neighbours' birthdays. An illiterate woman left to temporarily manage a cooperative store remembered what had been sold in cash or credit whereas others had to record them.

The sixth characteristic is that the illiterate women were socially and economically disadvantaged. They were unaware of the existing public services such as those offered for health care, education, and cooperative development. When selling their farm products, many of them feared being cheated in weighing and calculating. They hesitated to go to the towns and cities because they might into the wrong bus or train. A maid hired by an urban household was dismissed because she was not literate enough to jot down the messages she received on the phone. Many of the illiterate women employed in urban households were underpaid and were easily dismissed from work.

The following are examples of tragic accident that were caused by illiteracy:

- a woman gave a dose of pesticide to her daughter, thinking that it was a digestive medicine that would relieve her daughter's stomach ache;
- another woman, who could not read the directions on the medicine bottle, gave her baby a tonic for adults which eventually caused the child to develop a physical disability;
- the other woman, who could not help her children with their homework, later committed suicide out of frustration.

Recommended Action to Promote Literacy Among Rural Women

The findings of this study point to a need to act on the problem of literacy. The following are some of the possible areas of intervention.

First, a nationwide literacy program has to be launched. There is also a need to identify the beneficiaries of the program; that is, illiterate rural women who already constitute more than half of the population of rural women.

Instead of being developed as a literacy course per se, this program must be integrated with other cultural programs or with vocational courses such as the "Home Improvement Program", "Research Group for Consumer Protection", and "Cooperative Action for Better Living".

This program may be planned and administered by a new task force or it may be integrated with the existing education and development programs of government. Some of these are the home improvement program of the Rural Development Administration (RDA), an extension of the Ministry of Agriculture, Forestry and Fisheries (MAFF), the health and family planning program of the Planned Parenthood Federation of Korea (PPFK) and the County Health Offices, supported by the local units of Ministry of Health and Social Affairs (MOHSA) as well as by other NGOs, and the welfare program for poor women household heads of the Local Governments under the Ministry of Home Affairs.

LITERACY WORK IN SOUTHERN THAILAND

Dr Mohamad A. Kadir

Yala Non-formal Education Centre, Thailand

There are some fundamental points in carrying out literacy work in Southern Thailand that the writer comprehends as worthwhile sharing with colleagues in this field.

First and foremost is to attract the attention of the citizenry or educated professions. The reason is that people in the upper level of society do not comprehend or refuse to comprehend, the importance of adult education in the life of the nation. There has been a lack of realization and insight into the fact that illiteracy reduces national wealth, results in social and cultural lags, weakens national security and slows technological progress. It breeds suspicion and tension, endangers democracy and retards world understanding and cooperation.

Second, to persuade an adult to participate in literacy programs is not as easy as welcoming a child to school; There are compulsory educational laws requiring parents to send their children to school and also pay for their clothes and food. The government has to provide school buildings, equipment and well trained teachers for them.

Busy illiterate adults do not enjoy all the privileges that a child does. An adult comes to literacy class only if he or she realizes the need for it, is able to organise working time, and spare some of his or her hard-earned earnings for their late education in order to become a better producer, a better tax payer, a better parent and a better citizen of the country. Therefore there is no doubt that adult non-formal educators have to work harder to recruit participants and to make them stay until the end of the course.

Third, we do foresee as Agorilla (1952) said "... people who acquired the ability to read simple material had not time to acquire the habit and attitude of reading with understanding because the literacy training period was very brief. They regard the printed page as the truth, the whole truth and nothing but the truth". The influence and effectiveness of propaganda are multiplied many times as a result of people reading uncritically. Newly acquired literacy may become a curse instead of a blessing in the case of individuals who are led by irresponsible demagogues who see in this situation a fertile ground for the growth and development of their anti-social programs.

Fourth, due to poor teaching techniques, unsuitable curricula and unsteady attendance, some participants graduate with a barely functional literacy skill which soon evaporates when they return to their rural work and life pattern.

Last but not least is the fact that the illiterate adults in the four southern provinces of Thailand can be classified into three categories. Falling in the first category are those who cannot read and write Thai but speak the language; second are those who cannot read and write Thai but read some Malay or Arabic and their native language is Malay, while the third group can neither read nor write any of the languages and can speak only Malay dialect. The third category constitutes the largest of all the groups.

To overcome this distressing data, committees of functional literacy programs at national, local and project levels were appointed. At the national level the Department of Non-Formal Education sets out general policies whereas the local level could decide operational policies so as to serve most of the local needs. At the project level villages participated in planning, organizing, conducting and controlling the activities.

Public relations literature was sent to high ranking officials, newspapers and radio stations at both national and local levels. Prospective teachers were utilized to meet villagers informing them as to what good the program could do to the participants and also announcing the date and place of classes to be started.

The "Khit Pen" or critical thinking philosophy was applied in the teaching and learning processes. This very skill helped the participants to have better decision-making in solving his or her daily problems.

Realizing that unless teachers gain competence in the duties entrusted to them, an effective learning environment will not occur and the success of the program would be doubtful, very careful and extensive pre-planning activities, including the development of training materials, were duly prepared.

The instructional strategy employed in the teacher training workshop was skill training and demonstration in teaching functional literacy. Cognitive information was provided through reading assignments and discussion, with occasional input from resource persons to help prospective teachers gain more insight. The practice of training teachers by the same methods and techniques which they were expected to apply in working with villages proved to be quite successful.

Since villagers in southern Thailand speak Malay as their native language it was decided to develop special materials using the Thai alphabet in writing Malay words and using a bilingual approach, that is participant's mother tongue precedes "Thai" their second language. This helped participants to feel at ease in the beginning or in other words, to proceed from simple to complex.

To maintain reading and national language skills to the neo-literates two main activities were created. One being the setting up of village newspaper reading centres and the teaching of Thai language through radio programs I and II (conversation and drama formats); also a civic-educational program (in Thai and Malay). These programs not only help the non-Thai speaking Muslims to be able to understand and speak the national language but also serve to help both past and present participants of the Functional Literacy programs to practice and refresh their language skill. Village newspaper reading centres help prevent the neo-

literates from reverting and inculcate effective attitudes towards reading and acquiring up-to-date information. These activities serve more than 600,000 people or about 50 per cent of the total population of the four southern provinces.

In 1974 we experimented with ten classes in the Pattani province. Until now they have conducted about 2,600 classes in the four southern provinces and there are more than 70,000 graduates. Those participants become not only literate but also contribute to the communities in the area of health and livelihood such as home beautification, campaigning for sanitary toilets, family planning, helping village elementary schools with fencing, building desks, tools and additional temporary class-rooms. In the area of civic responsibility they built village newspaper reading centre etc. Of great and outstanding achievement is that the support of their children to continue education to secondary schools, which is beyond compulsory education, now going up to 72%, the highest in the country.

WHAT I NEED IS MORE

Sunthorn Sunanchai

Many people reiterate
Why literacy should be important
While man is hungry, weak and sick
What he needs is not literacy
But skills training to earn his living

I have been told like this
For so many, many times
That I became deeply convinced
That such words might not be lies,
But what really happened
Oftentimes became contradictory

Because of illiteracy
I could not read the letter
Which had been sent to me by my lover
In which he expressed his heartfelt affection.
I had to ask someone to read for me
Those messages which should have been strictly personal

Once I signed a loan contract
Unmistakenly in the amount of 500 Baht.
Because I couldn't read nor write,
It was changed without my knowledge
To 1,000 Baht to my surprise.

I travelled to big cities
Through street after street.
I didn't know which was which,
There are street signs, but I couldn't read.

On the drug packet
There the prescription was clearly given,
One tablet a time and after meal,
Because I couldn't read,
I took two before meal and became ill.

A fertilizer bag bore the NPK formula
Saying that it's for fruit bearing trees.
I applied it for the newly grown ones
And they're dead completely.

Once I mixed the baby powdered milk.
The direction said in writing:
Five parts boiled water, one part milk.
But I used ten to one
My child lost his size and looked thin.

Once I got a fever
And became dizzy and fainted.
I took insecticide instead of medicine
Not knowing what it said on the packet,
And was sent to hospital immediately.

I met many well wishers
Wishing me to depend on myself.
Good advice they have given me
To learn literacy, it's a waste of time
Why not take skills training only.

Notwithstanding all good advice
I don't want to be blind
In this increasingly literate world.
To be well fed - to get employment,
Without my own tool for communication
What for is life being so dependent?

Alright, freedom from misery
But equally important is thought sharing freedom
However well fed I am, I'm only half satisfied
Depending on others throughout life
Who for me receiving and decoding the society's language signs.

IMPRESSIONS OF LITERACY STATUS IN BANGLADESH

G.S. Pradhan

G.S. Pradhan visited Bangladesh as part of the Literacy Exchange Program between Bangladesh and Nepal sponsored by ASPBAE. The paper by M. Hanif is also a result of this exchange

Bangladesh has, over the years, made great progress in quantitative expansion of literacy. The country today is following a policy of intensifying the campaign of increasing its literacy rate (approximately 25% in 1985). There are now a good number of government and non-government agencies that are running literacy classes as such or as part of their total development program. Several aid projects that are engaged in rehabilitating the disaster-afflicted people in various places and in providing social welfare services to disadvantaged groups in different parts of the country have literacy as an important component in their activities.

Literacy, as a skill, helps people to increase their familiarity with the world and to develop in them a greater feeling of at-homeness in the linguistic area to which they belong. But it is not an easy job to impart literacy even as the basic 3 R's especially to an adult who has manifold family cares to worry about and whose daily life has, as a consequence, become very much stereotyped. Thus, though it is important to accelerate literacy activities for promoting social and economic development in the country, the task of disseminating literacy on a wide scale, and of ensuring its effectiveness, is a challenging one.

In contrast to conditions in Nepal, Bangladesh has the advantage of having a flat terrain that has helped a good transportation system to grow all over the country. Moreover, much to its advantage, the country has almost exclusively a Bengali speaking population which is a great contributory factor in achieving the goal of spreading literacy on a nation-wide scale. The Bangladeshi people are predominantly Muslims who are bound together by common ties of religion and language. They have great faith in Islamic laws and doctrines and as such they get very much inclined to learn literacy to be able to read their holy text.

However, the rapid population growth (2.7 per cent) in Bangladesh has so far had a more or less neutralizing effect on all the efforts made to raise the percentage of literacy in this country. The intensification and expansion of literacy programs every year have managed only to cover the increment number in the population, thus keeping the literacy rate more or less steady, if not lowered. The frequent occurrence of natural calamities has also made the affected people and the aid-giving agencies concern themselves more with the survival aspect than with literacy. Several cases of natural and man-made devastations in the last one and a half decades have left many people homeless so that they are forced to fend for themselves without so much as having the will or the zeal to acquire literacy which is immediately unrewarding.

In matters of literacy campaigns also, as in the popularity of certain items of consumer commodities, the pull and push factors in terms of demand and supply are equally important. The demand factor is the felt need of the adult learners or the motivation they have in gaining literacy. An adult who is genuinely interested in becoming literate stands a proportionately higher chance than one who has just been coaxed to join a literacy class. With the Bangladeshi rural people, motivation or the push factor for literacy is ostensibly on the high side. A newly growing level of awareness among the general population, both men and women, has developed in them a greater sense of self-concept. More and more people are becoming convinced that women should have the same opportunities as men. This feeling of self-assertiveness among the people and the gradually emerging concept of equality between men and women has been largely instrumental in making people aware of the need to be literate. To motivate people to come to adult education classes, literacy campaigners in Bangladesh often make a point of starting off with the story of how Prophet Hazrat Mohammed was told of his first revelation to EKRA which means 'You Learn".

As regards the pull factor which attracts rural people to literacy classes, various organisations are making sincere efforts to cater to the need of the adult learners. Books, charts and blackboards are often provided by sponsoring agencies. Various strategies are also adopted by these agencies to have local people participate in these literacy programs, eg. the custom of charging a couple of Takas for books and for monthly fees as in most of the ongoing literacy programs. However considering the length of time it normally takes (from four to six months) to acquire literacy it seems that there is a need for expanding facilities and that more appropriate measures need to be taken to improve the effectiveness of the program. In fact, because the Bengali language is written phonetically like the Nepali language, the skills of reading and writing can be imparted in two months, working at the rate of one or two hours per day. With an increased motivation level on the receiving side and dedicated and well co-ordinated efforts on the giving side (there is, of course, room for being optimistic about perceiving improvement in both these aspects) literacy programs in Bangladesh can very well be expected to make great strides in the coming years.

REPORT OF LITERACY STUDY VISIT TO NEPAL

M. Hanif

Muhammed Hanif participated in ASPBAE exchange visits between Bangladesh and Nepal

Introduction

Nepal is one of the least developed predominantly agri-based countries of the world covering an area of about 147181 square kilometres, with its length and breadth about 885 km and 200 km respectively. It lies in South Central Asia and borders with India in the east, the south and the west and China to the north. It is situated between the latitude 26 and 30 degrees north and the longitude 80 and 88 degrees east. It has a rugged topography which consists of a maze of mountain ranges, ridges, spurs and valleys.

According to natural settings, the country is divided into three physical divisions: (a) the lowland or the terai along the southern part of the country; (b) the midland or the hills and (c) the high land or mountains including Mt Everest, 8848 km high, in the northern part of the country with a varied climatic condition from humid, sub-tropical to cool.

Nepal has a population of little more than 16 million with diverse social and ethnic groups which have their own traditions and even languages. About 91.1% of the population of Nepal are engaged in agriculture and related occupations, 4.6% in personal and community service, 1.6% in commerce and the rest in other callings. About 93% of the total population live in villages. Per capita income stands at about US$140 according to the World Bank report of 1981. The population growth rate is 2.6% per annum. The density of population is 102 persons on an average per square kilometre and the population distribution among the regions is very uneven.

The Kingdom is divided into 5 regions, 14 zones, 75 districts and 4023 panchayats for administrative and development purposes.

Nepal passed through a critical phase during 1846-1950 which was characterised by an isolationist policy and by the stagnation of socio-economic and educational conditions. At the time when democracy dawned in 1951, Nepal's literacy rate was iess than 1% and the number of educational institutions existing at all levels was extremely small. Due to the liberal policy followed, and all-out efforts made in the field of education under the new concept of welfare state in the country, the census report of 1981 recorded 23.3% literacy rate by sex, male 34% and female 12%. It is interesting to note that the highest official record of literacy in Nepal

(1985) was 29% which is more or less ahead of the literacy rate in quite a few other developing countries in the world.

To begin with non-formal and adult education. The impression one gets is that the environment is very favourable for pursuing with increasing success a massive program of educating and developing the people with special attention on those 40% of the population that live under the poverty line. The different Ministries/Directorates under His Majesty's Government (HMG) are playing very active roles in the field of non-formal and adult education. By policy declaration, incorporation of the Five Year Plans, special enactments for the development of rural people, specially women and youth, a good number of steps are being taken by the Government.
Quite a few non-government organisations (NGO) that exist in the country are also active with similar goals and objectives to fulfil the development needs of the poor and illiterate rural people. They are pursuing different projects of non-formal and adult education with components of literacy, awareness raising, income generating skill development training, liberalizing environment, health, sanitation, education, agriculture-extension, drinking water soil conservation, latrine use, family planning, handicraft training and so on with focus on community development, standard of living, self-reliant welfare society based on peace and mutuality. The N.G.Os work in co-operation with and approval from the H.M.G. A good harmony exists in the field of co-ordination too.

The Government sponsored non-formal and adult education programs which are running at present may be mentioned as below.

NFE Programs		Agency involved
1	Functional Adult Literacy Program	Ministry of Education & Culture (MOE & C)
2	Skill Training Program of the Department	Ministry of Labour & Social Service (MLSS)
3	Skill Training Program of Technical School	(MOE & C)
4	Non-formal Education (NFE) component of the Training for Rural Gainful Activities Project	(Ministry of Industries - MOI)
5	Skill Training Program of the Cottage & Rural Industry Program	(MOI)
6	Skill Training Component of the Production Credit for Rural Women Program	Ministry of Panchayat & Local Development (MPLD)
7	NFE Program of the Sagarmatha Integrated Rural Development Project	(MPLD)
8	Awareness Raising Program of the Population Education Project	(MPLD)
9	NFE Component of the Rural Youth Program	Ministry of Agriculture (MOAG)
10	Awareness Raising Component	Ministry of Health (MoH)

	of the Health Education Program	
11	NFE Component of the Rasuwa Nuwakot Integrated Rural Development Project	(MLPD)
12	NFE Component of the Integrated Community Service Development Project	(MoH)
13	NFE Component of the Basic Services in Local Program	(MPLD)
14	NFE Component of the Mahakali Integrated Rural Development Project	(MPLD)
15	Skill Training & Awareness Raising Component of the Chepang Development Program	(MPLD)
16	NFE Component of the Population Education Program of Agriculture Extension	(MoAg)
17	NFE Component of the Panchayat Training Centre, Jiri	(MPLD)
18	NFE Component of the Koshi Hill Area Rural Development Project	(MPLD)
19	NFE Component of Women Training Centre	(MPLD)
20	NFE Component of the Karnali, Bheri Integrated Rural Development Program	(MPLD)
21	NFE Component of Education for Rural Development Project	(MOEC)
22	NFE Component of the Integrated Hill Development Project	(MPLD)
23	NFE Component of the Rapti IRD Project	(MPLD)
24	NFE Program of the Population Education Commission	(PEC)

The above projects are running at present in different areas with different focus and target groups. A non-formal education component is directly or indirectly, integrated in all the above projects.

The following non-formal education programs are being carried out by the NGOs with a spirit of enthusiasm hand in hand with the HMG. They are implemented with the same goals and objectives but with a treatment which is more humanitarian in nature and sensitive in relevance to time, place and target groups.

NFE Programs		Agency Involved
1	Rata Literacy Campaign	Nepal Women's Organisation
2	Skill Training Program	Nepal Disabled & Blind Assocn
3	NFE Component of the Women Skill	Nepal Women's Organisa-

	Development Project	tion
4	NFE Component of the Integrated Family Planning & Small Farmers Development Project	Family Planning Assocn
5	NFE Component of the Youth Model Village Association Project	Family Planning Assocn
6	Population Education Program of the Small Farmers Development Project	Agriculture Development Bank
7	NFE Component of the Legal Service Project	Nepal Womens Organisation
8	Awareness Raising Program	Nepal Family Planning/ Mothers Child Health Project
9	NFE Program	The Plan International, Nepal
10	NFE Component of the Bongadovan Integrated Welfare Project	Family Planning Assocn
11	NFE Component	Child Development Centre
12	NFE Component	Nepal Charkha Pracharak Gandhi Smarak Mahaguthi
13	NFE Component of the Planned Parenthood & Women Development Project	Family Planning Assocn
14	NFE Component of the Rural Family Welfare Project	Family Planning Assocn
15	NFE Component of Chitwan Integrated Family Welfare Project	Family Planning Assocn
16	NFE Component of the Nava Children Unit	Nava Jyoti Special
17	NFE Component	Save the Children (USA)
18	NFE & Income Generation Chepang Youths & Women Project	Education & Rural Development CERID Development CERID
19	NFE Component of Dlokhari Family	Family Planning Assocn
20	NFE Component of the Manichur Community	Action Aid
21	NFE Program of the Mothers Club	Social Service Co-ordination Council
22	NFE Component of Model Mother's Club Centre	Model Mothers Club Centre

Adult Education Section (Ministry of Education & Culture)

Some activities which have a literacy component include the following:

The Adult Education Section of MOE & C is responsible for promoting Non-formal Adult Education Programs in Nepal. Up to 1985 the NFE program has been running in 24 out of 75 districts on a quota basis and gradually it has plans to cover the whole country.

The focus of the program is to impart functional literacy with the following objectives:

To make them able to solve simple mathematical problems
To make them able to solve problems related to health and agriculture
To make them able to earn their livelihood
To make them self-confident for engaging themselves in economic activities.

Types of program include functional education classes, awareness-raising related to agriculture, health and sanitation, home science, population education, income-generating activities etc.

The target group addressed consists of rural adults, both male and female, age 15-45 years. Course duration is 6 months at the rate of 2 hours a day, 6 days a week.

Working Procedure

The National Adult Education Co-ordination Committee for this Section is constituted under the chairmanship of the Secretary
The Regional Education Directorate and the District Education Office provide necessary administrative and financial support
Village-town level Adult Education Managing Committee under the chairmanship of Pradhan Pancha/Ward President is constituted to establish adult education program centre and to select adult education facilitators
The adult education facilitators run functional literacy classes
The district education office organises the training program either in the district headquarters or in the field for the facilitators
Supervision is made by the school headmasters living at a distance of 2 hours walk. There is provision of some incentive for this.

The Ministry has prepared instructional materials for running the functional education classes etc. The educational materials and methodology followed are claimed to be of a participatory approach and the key-word method is followed.

Reading Materials	Course guide
Naya Goerto (New Trail) (Series 1-4)	Facilitators' guide
Education games	
Different Pictures for discussions	

Angkagamit (Arithmetic)
Proudh Shiksha (Adult Education)

The facilitators get 5 days' training in the methods of teaching and the supervisors get 3 days' orientation from the District Education Office experts.

Achievements

From 1980 - 1983 a total of 199,880 illiterate people benefited from the program
A total of about one hundred thousand adults were made functionally literate during the year 1985.

Visit to Nepal Women's Organisation

Nepal womens' organisation (NWO) is a social non-governmental body. The delineated roles played by the organisation include augmentation of women's leadership, skill development, well-being and justice in the socio-economic spheres. It was organised in the year 1963 and since then engaged in serving backward rural women, eradicating social evils and prejudices and making women economically self-reliant by implementing social action programs.

One of the major involvement of NWO is 'Ratna Literacy Campaign' throughout the country. The program started in 1967 with the main focus on literacy expansion.

Aims and Objectives

To increase the literacy rate of women
To make them utilize literacy in their practical life

Literacy classes for adult are run for six months' duration, the target group is girls and women within the age range of 7 - 40 years. Instructors receive training on teaching methodology for 12 days. Instructions materials are supplied from the MOEC.

Working Procedure

The NWO of the program districts distributes the quote to the selected villages
Adult Education facilitators are identified by the NWO with the consent of the Pradhan Pancha (village assembly head) in the village.

Literacy classes are conducted under the supervision of the NWO (district).

Achievements

Up to the current year about 180,000 women have been made literate

Visit to Save the Children (USA)

Save the Children (USA) is carrying out an integrated program covering an area of 5 panchayats in the district of Gorkha. This program was initiated in 1980 and the focuses of the program are on:

Adult education
Awareness raising
Skill development training
Health and family planning
Physical infra-structure
Resource conservation and appropriate technology.

Types of program in operation are:

Adult literacy classes
Training on poultry, weaving, plumber training, MCH training agriculture and livestock training

The target group is rural adults, both male and female, age 14 and above

Working procedure

Preparation of training packages by the experts of the agency
Selection of NFE facilitators to run literacy classes and act as catalyst for the development of the village of village development committee.
Selection of adult learners by NFE facilitator

Achievements

A total of 2800 rural people attended NFE classes in 3 villages at 45 centres.
A total of 104 agriculture volunteers trained.
A total of 126 persons got skill development training of different categories offered by the agency.

Visit to District Education Office, Pokhara. Equal Access of Girls and Women to Education Project of UNICEF

The district education office, Pokhara, conducted 20 functional literacy classes as that of the district quote under the MOE & C during the year 1985. The present years' quota is not yet finalised and the program is due to start soon. They are at the preparation stage now.

The UNICEF Project "Equal Access for Girls & Women in Education" is a very interesting program carried out in collaboration with the Tribhuvan University Pokhara Campus. Similar projects are also running in three other campuses of the university.

The Objective of the Program

- To prepare the village girls and women below secondary literacy certificate as catalyst of rural development
- To prepare them as village school teachers.

The target group is village girls and women, age 14 and above, education - two subjects failed in the School Leaving Certificate examination.

The course is of ten months duration. Course contents include primary education and village development issues. The girls are selected by the District Education Officer concerned on a quote basis. The running batch of participants numbers 60 only, though the capacity of each batch is 100. Each girl receives 350 Rupees as stipend.

The program is continuing for the last ten years. Evaluation says that 75% of girls got jobs in Primary Schools and others were absorbed in different rural development agencies.

RAPID LITERACY LEARNING METHOD

Nishat Farooq

Nishat Farooq is Programme Co-ordinator, SRC, Jamia Millia Islamia, New Delhi, India

Introduction

For the promotion of literacy a National Mission has been set up [in India] because literacy has been identified as an indispensable component of human resource development. The National Literacy Mission (NLM) aims at improving the pace and quality of learning through the application of technology and scientific research to impart functional literacy to 80 million illiterate persons in 15-35 age group by 1995. The task of NLM is to increase the population coverage under the Adult Education Programme (AEP) with optimum level of achievement by learners at basic literacy and post literacy stages. This means the level of basic literacy has to be achieved over the shortest period.

Basic Literacy Span in National Programme of Adult Education (NPAE)

To achieve the minimum essential level of literacy and numeracy a learning span of about 300-350 hours (9-10 months) was worked out by the Directorate of Adult Education. It was felt that the level of literacy achieved after completion will take the learner to a level where he will become a self reliant independent learner.

In 1986 the basic literacy span of 9-10 months (300-350 hours) was reduced to 8 months (300 hours). This was closely followed by the post literacy period of 4 months to reinforce the learning skill.

Experiences of Field Workers about Duration of Basic Literacy

It is felt by the adult educators that it is very difficult to sustain the interest of adult learners for too long. In villages, mostly learners come to classes in lean seasons. Even in urban situations learners go back to villages during the harvest period.

Studies and experiences show that in most of the cases drop-outs occur at the end of the fourth month. In the case of those who attend the AE centres, their attendance is not more than 200 hours. The learners cannot stay at centres for long because of their pressing circumstances. They are more interested in quick attainments.

A study conducted by State Resource Centre, Jamia Millia Islamia, New Delhi indicates that an average learner in a normal centre using only the book as

learning material attains a functional level of literacy in 159 days (5 months 9 days). The learning level of Arithmetic is not included in this period and only that amount of "functionality" and "awareness" was acquired as was part of lessons.

Rapid Literacy Learning Method

In the light of above studies and experiences, it is being planned to reduce the duration of the learning literacy from 8 months to 6 months (250 hours) and increase the pace of learning.
Rapid Literacy Method aims at reduction in duration but at the same time not curtailing the prescribed norms of literacy.

Duration of literacy learning depends upon many factors like quantum of course, motivation of learners, trained instructor, suitability of material, facilities at centre, load of learning material, sequencing the grading of lessons, selection of vocabulary, medium of instruction, community support, method of teaching etc.

Between 1978-85 the AEP was evaluated by different agencies and the following short comings were reflected in the reports:

Quality of training of functionaries was poor.

The learning environment in AECs was defunct, lighting arrangements were poor.

Mass Media did not provide appreciable support.

Learners participation was irregular and there was considerable drop-out and relapse to illiteracy.

Absence of post literacy and continuing education arrangements adversely affected the programme.

In the light of above findings it is quite clear the RLLM requires not only organisational and structural changes in the system but also changes in educational content, method and technology. Effective pedagogical measures have to be taken which means changes in curriculum method of teaching and learning, teachers training. Special audio-visual media and teaching aids have to be used.

Environment for learning should be created by community support and by facilitating adult learning. The NLM also envisages improvement of the pace and quality of learning through techno-pedagogic inputs.

RLLM also implies motivational strategy involving a great deal of media support and related inputs mentioned in NLM. These are as follows:-

- dedicated, well-trained instructor to discharge his/her functions, having behavioural qualities to work with the poor and the illiterates as equals.

- improved learning atmosphere, well lighted class rooms, suitable learning materials, a feeling that those who run the programme care for them.

- improved pace of learning, creation of confidence among learners that they can learn and that literacy is not an endless drudgery.

- general environment which values literacy including political and administrative leadership, demonstration of national determination.

- there are other factors such as attractive learning materials, opportunity to go on excursions and fairs, incentives, awards and recognition with publicity to functionaries.

Action - Research RLLM

An Action-Research is being carried out by Directorate of Adult Education, Ministry of HRD in collaboration of State Resource Centre, Jamia Millia Islamia, New Delhi. It has been operationalised in June 1989 for a period of 6 months.

The primary objectives of the study are:-

1. To test whether the set of inputs given in Appendix-A, if introduced in Jan Sikshan Nilayans *AECs, help the learners to acquire the following level of literacy in a period of 6 months (250 hours):

   to read with comprehension running passages in simple language, printed in bold type with content relevant to their life situations, at an oral speed of 35 wpm.

   ability to write simple letters

   ability to fill-in forms required in his life situations

   ability to do simple sums, involving the 4 fundamental rules, working knowledge of weight, time and distance - (dictation and copying speed have been left out as they do not seem

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* Government of India has proposed to establish 60,000 Jan Sikshan Nilayams (JSN) by 1990 for post literacy and Continuing education. A JSN will be set up for a cluster of 4-5 Villages (population about 5000). These will serve as a House of Culture for neoliterates.

very relevant in adult life, moreover they would be a part of teaching pedagogy).

2. Knowledge and awareness about the following aspects of life which may prove helpful in enhancing his functionality:

   personal health and hygiene;

   civic sense

   population issues

   mother and child health, pre and post natal care (immunization, diarrhoea management, pre and post natal care)

   public facilities available related to their problems

3. These inputs will lead to better average daily attendance and retention of learners.

4. To evolve a package of RLLM consisting of inputs found useful after testing.

As per the present AEP the abilities listed in objectives 1 and 2, it seems are acquired in a period of 12 months. As a matter of fact the different evaluation reports indicate that awareness and functionality given in objective 2 is more or less a casualty. The experiment is to show that about the same ability in the 3Rs and very relevant aspects of awareness and functionality would be acquired in a period of 6 months instead of 12. If the objectives 1 and 2 are attained by the illiterate adults, they can no more be called 'illiterate' in any sense of the term. NLM will be able to make people 'literate' in 6 months cycles, instead of 12 months. This results in reducing the AEP cost and making it possible to attain the literacy target laid down in NLM to greater extent. Since the JSNs have now come into the picture, it is no longer necessary to plan to give all knowledge and information and learning experience in 12 months of long drawn out class room situation. What is important is to make learners ready, in as short a period as reasonably possible, to drink from the fountain of knowledge, ie JSN. This period could be **6 months** if the tested 'inputs' are effectively used in AECs.

LITERACY ACTIVITIES AT THE CENTRE FOR ADULT EDUCATION AND EXTENSION (CAEE), UNIVERSITY OF KERALA

Dr K Sivadasan Pillai

Dr Pillai is Director of the CAEE which is situated in Trivandrum, South India

The CAEE was established in February 1980 and was formally inaugurated on 14.2.1980 by the then President of India Shri. Neelam Sanjiva Reddy at a meeting chaired by the then Governor and in the presence of the then Chief Minister, Education Minister, Vice Chancellor, Pro-Vice Chancellor and a host of dignitaries and invitees. The Centre has completed 8 years of meritorious work. The period 1984 January onwards noticed activity under the auspices of the CAEE in the fields of adult literacy, people's education etc. The working style of the CAEE is such that it could evince support from the community, media people and officials alike. This could help the University extends its frontiers and reach out to the community breaking all the barriers that hitherto existed. The CAEE has then become the leading agency not only in the State but one of the top five University Centres/Departments in India in the field of adult, continuing education and extension. Constraints were many but were overcome with determination, commitment and perseverance. Notable achievements and activities are listed below in brief:

Adult Literacy Work

People's education centres were organised by the CAEE directly in adopted villages and through affiliated colleges. More than 40,000 illiterate adults have been made functionally literate conscientised and certified as neoliterates based on their performance in an external evaluation. Many more have achieved literacy and numeracy skills but have not been certified as they did not appear for the evaluation.

Activities like Padayatra, jeep yatras, corner meetings, exhibitions, cultural programs, house visits etc have been organised to **motivate the illiterate adults** join the Adult education centres. Now the people are adequately motivated.

Teaching Learning Materials

The CAEE prepared its own Primer through a series of workshops, field testing etc. Nearly 150,000 copies of the Primer have been published so far in many editions including the June 1987 multi- colour edition. Other agencies like Development Adult Education Departments of the State Government and some voluntary agencies are using the **CAEE Primer** in their programs.

In order to equip the Instructors to handle classes effectively, in addition to the training given to them before commissioning the project and during the project period, a **hand book for instructors** describing the effective use of the Primer has been brought out by the CAEE.

A collection of motivational songs has also been published, many of which have become hit songs among the masses.

A comprehensive monitoring register giving details of learning their attendance, progress etc as well as the working of the centres, visitor's opinion etc was prepared by the CAEE. This helps not only to monitor the program and evaluate its impact but also helps in verifying the outcomes even after the lapse of years. This too is being used by other agencies.

Identity cards for instructors and supervisory functionaries, profile of instructors, monthly progress reports, observation schedule, evaluation proforma, survey form, training series etc are other major pro formas and records developed and used by the CAEE.

A team of resource persons are available with the CAEE, mainly through its extension wing - a Literacy form - for training our functionaries and for giving technical support to other agencies. Training strategies have been worked out and the same is periodically being reviewed and improved upon.

Research projects sponsored by the UGC, Directorate of Adult Education etc have been completed and results published monographs.

A Literacy Brigade has been formed involving youth interested in social work. These have been orientated to adult education work and are effectively organising programs themselves and are rendering support to the college students and teachers in carrying out their work sincerely.

The CAEE News, an occasional publication highlights the activities of the CAEE including the rural convocations organised to certify and honour neoliterates, as well as provide a nucleus for starting neoliterate libraries or neoliterate corners in existing rural libraries through supply of neoliterate books as incentives, collaboration with other agencies etc. This is widely circulated all over India.

A slide series especially for training of functionaries has been developed with financial support from the UGC and is being replicated for use in other Universities as well.

Neoliterates are motivated to continue their studies and appear for Std. IV examinations as private candidates. Others are helped to undergo vocational training so that they could improve their living conditions.

Continuing education proposals evolved by 29 Colleges and CAEE are being perused by the UGC.

Population Education Clubs were commissioned in 30 colleges and 225 community level Adult Education Centres in January 1985. These are creating awareness among college students and the public at large on population explosion and its consequences.

The CAEE was offered one of the 12 Population Education Resource Centres organised under the UGC-UNFPA collaboration scheme in population education in higher education. This is in full swing since January 1987. By now booklets, pamphlets, posters etc have been developed and made available to the public. A video **'Campus to Community'** was brought out addressed to college students. Another cassette in the local language and addressed to the community is being finalised. **PERC News** is published every other month in Malayalam for wider circulation in the colleges and among the functionaries. Puppetry workshops were organised to train opinion leaders in the preparation and use of puppets as a medium in adult education and population education programs. Quiz competitions, street dramas, poster competitions, slogan competitions etc are regularly organised. The UGC offered a Summer Institute for PERC/PEC Personnel to the Kerala PERC in recognition of its expertise, leadership etc.

In the **legal literacy** sector the CAEE organised a three day workshop in collaboration with the IUACE. As a follow up legal literacy cells are being organised in 10 institutions. The CAEE is collaborating with the people's council for social justice in this regard. The Bar Council, Bar Association etc have also come forward.

In collaboration with the **Khadi & Village Industries Commission** people's education conferences, competitions etc were organised Churcha mandals have been established in 32 colleges.

The ICSSR, The Indian Adult Education Association, Indian Society for Community Education etc are extending support to the CAEE's activities.

There is close **collaboration with** State level agencies especially the State Resource Centre, State Adult Education Department, Development Department and KANFED, a leading voluntary agency.

The **TV, AIR and the Press** are rendering good support to us and the CAEE is in turn reciprocating through technical and academic inputs. The AIR special series 'for a better tomorrow' and 'To light a wick' were organised with our full support and involvement. These two programs on Health & Non-formal Education were well received, as revealed through the following studies that the CAEE conducted.

Research has been taken to the masses by the CAEE. Besides extending guidance to researchers leading to Degrees, the CAEE is giving research support to adult education functionaries in conducting action and applied researches. The first series of success stories and research findings are expected to be released shortly.

Extension lectures are regularly arranged in colleges and chools besides offering short term courses in adult, continuing, non-formal education Teacher Trainees.

Many prospective teachers have been made aware of their role in the eradication of illiteracy and in the creation of a learning society.

The **Literacy forum**, extension wing of the CAEE organised holiday leave camps, women's camps etc with the support of the Social Welfare Society in a neighbouring village has been registered and/or has started functioning.

A **Janashikshan Nilayam** has been identified in another village, adopted by the CAEE.

In the **Mass Program for Functional Literacy** 1750 literacy kits have been procured from the SRC and volunteers are at work.

Conclusion

Nearly half the beneficiaries are women and people of the lower strata of the society are given special consideration. Nearly 23% of the neoliterates are from the scheduled castes and Tribes.

The college teachers who were hitherto engaged only in academic work, have been motivated to **go to the people**, understand their problems and give leadership involving them. A band of dedicated youth workers has emerged consequent on the University's involvement. A more scientific program is in vogue now, especially in the University sponsored program.

With 70% literacy it is very easy to reach 100% literacy in Kerala. At the same time it is very difficult to show any improvement. Hence the task at hand becomes very difficult but the CAEE program has made its impact in this State.

The instructional strategies, training technique, evaluation proforma, certification procedures etc have novel features as is true of the CAEE's teaching learning materials. The CAEE has contributed to the evolution of a new discipline of adult non-formal education and the research findings, especially at the PhD level and project level are of great significance.

COMMUNICATION TECHNOLOGY FOR THE NATIONAL LITERACY MISSION

B. B. Mohanty

Professor (Oral & Visual Communication) and Head of the Department of Audio-Visual Communication, Indian Institute of Mass Communication, New Delhi

"Many Voices, One World", the report of the International Commission on the Study of Communication Problems, constituted by Unesco, while summarising the report of the Commission, says "Development strategies should incorporate communication policies as an integral part in the diagnosis of needs and in the design and implementation of selected priorities. In this respect, communication should be considered a major development resource, a vehicle to ensure real political participation in decision making, a central information base for defining policy options, and an instrument for creating awareness of national priorities." Communication is an integral part of education and development. Prime Minister Rajiv Gandhi, in his foreword to the Seventh Five Year Plan, has observed "Development is not just about factories, dams and roads. Development is basically about people. The goal is the people's material, cultural and spiritual fulfilment. The human factor, the human context, is of supreme value. We must pay much greater attention to these questions in future." It has been established beyond doubt that there is a positive correlation between adult education and development. One of the indispensable components of human resource development is literacy, which is an "essential tool for communication and learning, for acquiring and sharing of knowledge and information, a precondition for an individual's evaluation and growth and for national development."

Our National Adult Education Program was inaugurated on the Gandhi yanti Day of October 1978 as a massive program having three facets: literacy, functionality and awareness. The Policy Statement emphasised that stress was to be laid on learning rather than teaching, on use of the spoken language in literacy programs and on harnessing the mass media. According to the policy document On NAEP "A critical role can be played, in this context by the mass media - films, TV, radio, newspapers, publicity posters, etc. This would require an ingenious and coordinated effort, in which official and non-official media shall have to converge to serve the objectives of the program."

Mutual Relationship

Adult education needs communication support and the communication media also need the support of adult education so that the messages are understood, perceived and favourably treated by the intended audience. Unfortunately, this mutual relationship between adult education and media has not always been very healthy. The report of the Third International Conference on Adult Education, held in

Tokyo in 1972 states "Thanks to the rapid technological development of modern means of communication, it had become possible to reach far larger numbers of people than anyone had imagined even a few years ago. To the mass media a major role should be ascribed in arousing among people everywhere an awareness of the common social and cultural forces affecting their way of life. The media could provide not only formal instruction, but valuable information and cultural enrichment." The report further states "Yet almost nowhere had the full potential of the mass media been enlisted in the service of adult education. On the contrary, the mass media were often used for anti-educational purposes. The basic problems were how to exploit the media with a view to extending educational opportunities, how to reduce cost without lowering the quality of learning and management of the educational process." Thirteen years later, the Fourth International Conference on Adult Education, held in Paris in 1985, "noting in particular that a number of countries have experience with low-cost transmission units and other innovative technology for providing a broad range of adult education services; noting that the radio has not been made really accessible to the majority of peoples, particularly in developing countries, and that the rural cinema and rural theatre have not been developed and adequately exploited as significant media for adult education; appreciating that such activities may require the strengthening of relations between bodies responsible for adult education and those bodies responsible for radio, television and other electronic media; believing that training in the effective educational utilization of such technologies is frequently required; recommends that Member States:

(a) promote in every possible way the wider use of the mass media for the development of adult education, in particular to spread literacy and to raise the level of education of adults so that they can play a more active role in the economic, socio-political and cultural life of their countries, and in the solution of the major problems of the present day

(b) make available to UNESCO and to other Member States with common conditions and concerns the experience they have acquired through activities and programs in these fields

(c) take every measure possible to make radio more accessible to the majority of their citizens and to take initiative in promoting the use of rural cinema and rural theatre in their adult education program.

The Mission

The National Policy on Education (1986) envisages that adult education would be a means for reducing economic, social and gender disparities. The National Program of Adult Education (NPAE), conceptionalised and designed as a phased time-bound program, with a view to cover approximately 40 million learners by 1990 and another 60 million by 1995, has been succeeded by the National Literacy

Mission, which is one of the five national Missions, "with a view to applying technology and scientific research for the benefit of the deprived sections of society and the areas which are critical to the country's development". It is a Societal Mission supported by a political will at all levels for the achievement of its goals. The objectives of the Mission are to impart functional literacy to 80 million illiterate persons in the 15-35 age group; 30 million by 1990 and an additional 50 million by 1995. The document on National Literacy Mission elaborates functional literacy to imply "achieving self-reliance in literacy and numeracy; becoming aware of the causes of their deprivation and moving toward amelioration of their condition through organization, and participation in the process of development; acquiring skills to improve economic status and general well being; imbibing the values of national integration, conservation of the environment, women's equality, observance of small family norm, etc". The Mission envisages the establishment of a nationwide network of continuing education centres through better utilisation of the existing organisation, new institutional structures and open and distance education programs. The National Literacy Mission "will concentrate on the 15-35 age group which is crucial for the country's development" having its focus on the rural areas, particularly women and those belonging to the scheduled castes and scheduled tribes.

Issues

The six issues identified for the success of the National Literacy Mission are: national commitment, creation of an environment conducive to learning, motivation of learners and teachers, mass mobilization and people's involvement, techno-pedagogic inputs, and efficient management and monitoring.

Strategy

The National Literacy Mission (NLM) has been designed to face the crucial and central issue in literacy, which is motivation. People's participation will be accelerated "through media and communication, creation of local level participatory structures, taking out of jatthas, training of cadres of youth, etc.". These efforts of the Mission go towards the creation of environment conducive to learning. Effective people's participation is expected to increase the involvement of voluntary agencies, for which other administrative measures are to be taken. The other strategies of the Mission are expansion and strengthening of the mass movement for functional literacy, institutionalization of continuing education, particularly through the establishment of Jana Sikshana Nilayams, ensuring the availability of standard learning material and universalizing the outreach by extending facilities for literacy, continuing education and vocational training to all parts of the country by 1990.

Another important strategy of NLM is to initially undertake technology demonstrations in 40 districts for "development, transfer and application of techno-pedagogic inputs" and to evaluate results for application beyond 40 districts.

Achievement of the Mission objectives needs an effective Mission Management System, and such a system would be established so as to include "mechanisms for suitable staff selection and development, collection flow and utilization of information, systematic monitoring and mid-course corrections where necessary and impact evaluation"

Communication Components

Inherent in the Mission objectives are several communication components which enable functional literacy to be meaningful. Achievement of self-reliance in literacy and numeracy, creation of social awareness in the learners, acquisition of skills in them to improve their economic status and helping them to imbibe the necessary social values are possible through effective communication.

Each of the six key issues identified for the success of NLM is associated with communication. The most important Mission strategy, which faces the central issue in literacy, namely motivation, is a dynamic communication strategy. The other elements of Mission strategy, such as securing people's participation through media and communication, improving ongoing programs by the application of suitable training and pedagogical innovations; institutionalizing continuing education through organisation of Jana Sikshana Nilayams and ensuring the availability of standard learning material are also related to communication. The entire area of Mission Management System is related to information and communication. It can be said that NLM, when translated into operational terms, is reduced to a series of communication tasks; and therefore, needs the support of the communication media, materials and structures.

Communication Inputs

A Societal Mission like NLM "depends on social mobilization, active participation by the potential beneficiaries, literacy workers and the whole community. The strategy for securing people's participation is a part of the total strategy for mass mobilization for the implementation of NPE".

The National Literacy Mission identifies the following communication inputs for securing people's participation:

- Regular programs on radio and TV for information, motivation and active involvement;
- Systematic use of the newspapers for creating a positive attitude towards promotion of literacy among the influential sections of society;
- Sponsoring theatre groups to take the message to street corners, hamlets in rural areas and fairs, etc;
- Folk and traditional media for creation of an environment.

The Mission also highlights the importance of 'Jatthas - cultural caravans for New Education' and envisages the following:

- Groups of teachers, students, non-student youth, artists moving in trains, buses, bicycles, on foot, for the cause of New Education, including literacy, environment, science for everyday life, women's equality and national integration;
- In towns, mohallas and villages they pass, they discuss issues, counter fundamentalist, reactionary and obscurantist elements and make the poor perceive the importance of literacy as a tool for amelioration of their plight;
- Along with discussion and debate, there may be nukkad nataks, operas, improvised plays, group singing.

A Jana Sikshana Nilayam, which will be a principal instrumentality for organising post-literacy and continuing education programs is designated as "a communication centre, where community radio, audio cassette players, TV and possibly VCRs may be provided". Mass Media is supposed to supplement other programs of continuing education.

NLM recognises the fact that spectacular developments in the field of communication technology have multiplied the linkages between education and communication. There has been a tremendous increase in the educational potential of communication. The educational system is beginning to lose the monopoly of education. Communication is becoming itself a vehicle for and a subject of education. Therefore, NLM should re-examine its communication inputs in view of the communication components inherent in it, and design appropriate and innovative communication structures and methods.

In the year 2000

Srivastava has estimated that "up to the year 2000, the number of new TV sets in the country will increase by four million annually (3 million black and white, and one million colour sets)". Projecting the scenario in the year 2000, he says "Taking all these figures into consideration, the projected number of TV sets in the year 2000 would be 63 million, with one-third colour and two-thirds black and white. These TV sets would provide access to 378 million people. We expect that the total population of 986 million would be theoretically covered by the TV signals. Thus, the number of viewers, as a percentage of total population covered by the Doordarshan, would be 38.34 in the year 2000. Therefore, there will exist a wide gap between the reach of the TV signals and population having actual access to TV viewing". NLM, in view of the above projection, should design non-broadcast modes of communication utilising small gauge videos, both half inch and 8 mm, which are being developed rapidly through research and development efforts.

Another area, which needs the vigorous support of NLM, is the rural press, whose role in promoting post-literacy and continuing education, particularly in Africa, has been well established.

Radio has been, and is being, used for both formal and non-formal education under five categories in various parts of the world:

(1) Open Broadcasting - the unorganised audience;
(2) Instructional Radio - the organised learning group;
(3) Radio Rural forums - the decision group;
(4) Radio schools - the non-formal learning group, and
(5) Radio and Animation - the participating group

There are certain assumptions behind each strategy to which radio has been put to use, about radio's effects, about the structure of reception and about learning and social change. NLM should evolve its own strategy of using radio keeping in view its objectives and tasks to be performed.

Distance education should be effectively used not only for promoting continuing education, but for providing facilities for the training of adult education personnel. In the USSR distance education was born out of the necessity to train thousands of volunteers who offered to teach illiterate adults throughout the country, in which about 76 per cent of the population was illiterate in the early 1920s. The vast contingent of 'people's teachers' were trained through specially devised correspondence courses. As a result of this massive campaign, illiteracy was completely eradicated within two decades". Here is a lesson for NLM as well as for the Indira Gandhi National Open University.

The National Literacy Mission is a dynamic Societal Mission and it is hoped that the communication components inherent in it will be operationalised through the communication inputs which are already identified by it and others which are to be innovated continuously.

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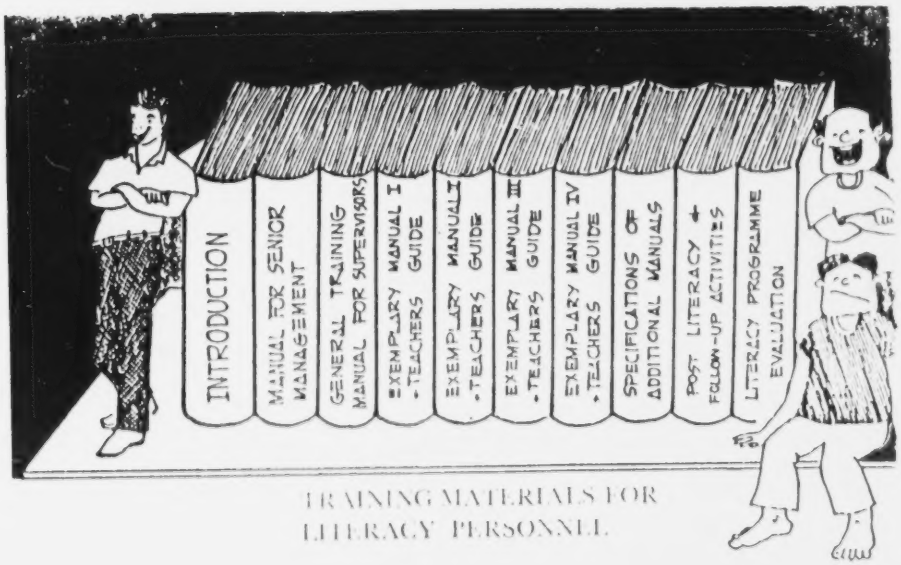
COURIER 47 RESOURCES DECEMBER 1989

This special issue of the **Courier** is concerned with aspects of literacy, mainly in Asia and the Pacific, but also more widely. There are many books, journals, newsletters and other material available which discuss aspects of literacy. This section can only give information about a few of the resources available. Two major producers of literacy materials in Asia are the Unesco Regional Office for Asia and the Pacific and the Asian Cultural Centre for Unesco, based in Japan. Further information about these organisations and their literacy efforts are included in this section and in the Learning Exchange.


INTRODUCTION
MANUAL FOR SENIOR MANAGEMENT
GENERAL TRAINING MANUAL FOR SUPERVISORS
EXEMPLARY MANUAL I • TEACHERS GUIDE
EXEMPLARY MANUAL II • TEACHERS GUIDE
EXEMPLARY MANUAL III • TEACHERS GUIDE
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SPECIFICATIONS OF ADDITIONAL MANUALS
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LITERACY PROGRAMME EVALUATION

TRAINING MATERIALS FOR LITERACY PERSONNEL

Resources

TITLE: **Needs Assessment Survey of Member Associations for International Literacy Year**

AUTHOR: Judith Marshall

PUBLISHER: International Council for Adult Education, Toronto, Canada, May, 1988

SCOPE: The International Council for Adult Education, as part of its contribution to promoting International Literacy Year, undertook a Needs Assessment Survey of its member organizations in January 1988. The results of the survey, conducted by Judith Marshall, have been compiled into a publication to aid organisations interested in promoting ILY to develop ideas and perhaps cooperate with other groups in setting up activities.

Five ICAE regional member associations, 35 national member associations and 2 sectoral members responded to the survey. This represents a strong indication of the degree of energy and commitment ICAE members are prepared to devote to promotion of literacy.

The publication contains detailed results of the survey including a complete list of those organisations that responded. The summary of the findings included the following:

1. **What is your perception of the major task(s) in promoting literacy in your country/region?**

The perceptions of major tasks for ILY furnished by the respondents clustered around three poles. One pole was focussed on ways to strengthen broader participation in literacy at the grass-roots, seeking mechanisms to build national and regional networks of literacy workers in order to share experiences, training, materials etc. A second pole focussed on government responsibility for literacy and mechanisms to lobby government for increasing commitment and support. A third group of respondents focussed on mechanisms to gain greater public support for literacy. Other ideas of major tasks for ILY included strengthening programmes, training and regional linkages.

2. **What kind of year should international literacy year be?**

a) What are the major expectations and goals of your organization/network for the ILY?

The vision of what kind of year ILY would be converged mainly around ideas of using ILY to create greater public awareness about illiteracy, thereby creating greater political will to tackle the question. Another fairly large group of Member Associations see it as a year for dramatic advances toward actual eradication of illiteracy (some in 1990, others by 2000) and/or expansion of literacy programmes. Smaller numbers look forward to the year as one to establish national and regional networks, strengthen training, carry out workshops and symposia, develop mother tongue literacy, encourage NGO involvement or develop methodologies and theorizations of 'popular literacy'.

b) **What are your main fears of what the ILY will (or will not) bring?**

The main fear was that ILY would be a year characterised by a lot of words without any concrete programmes and resources to back them up. Several respondents focussed on the need for financial resources, with "no budget" as their greatest fear. Closely related was the fear that it would be a "purely ritual occasion", that it would remain the "monopoly of government" and that, in the end, it would siphon off resources from the local to the international plane. Another fear was that a narrow concept of literacy, reducing it merely to reading and writing, would emerge, or worse still, that a "pathology" of the illiterate would be constructed. Several respondents feared that, with success, their countries would not be able to meet the demands of a literate society.

FURTHER INFORMATION AVAILABLE FROM:

International Council for Adult Education
720 Bathurst Street,
Suite 500,
Toronto, Ontario M5S 2R4
Canada

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Resources

TITLE: **A Practical Guide for Non-Governmental Organizations, Unesco Clubs, Associated Schools and Other Interested Groups: 1990 International Literacy Year**

PUBLISHER: Unesco, NGO Standing Committee, Paris, July 1988

SCOPE: This publication has been produced in the hope that it will contribute to active support for ILY by various organisations which are affiliated with Unesco.

The NGO Standing Committee symposium held in preparation for ILY was convinced that "International Literacy Year (ILY) should not be a 'celebration', but a summons to action". The publication is designed to help interested groups to "answer imaginatively that **summons to action** which suggests a number of concrete activites that could be undertaken to prepare and hold during ILY.

It is suggested that activities should be **tangible, modest and realistic**, taking full account of the resource constraints faced by most groups. Activities suggested in the guide are therefore, **inexpensive, short, limited** (in terms of audience and/or geographical coverage) and **concrete.**

The publication is easy to read and contains interesting drawings to complement the text.

FURTHER INFORMATION AVAILABLE FROM:

NGO Standing Committee
Unesco,
7 place de Fontenoy,
75700 Paris, France

Tel: 45680133
Cables: UNESCO Paris
Telex: 204461 Paris

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TITLE: **Write Then - Let's Change**

PUBLISHER: National Federation of Voluntary Literacy Schemes (NFVLS)

SCOPE: This publication comprises a pack of working materials which look at the effects of different levels of literacy and numeracy in community groups and offers an opportunity for groups to work together more effectively.

The publisher is a national body, based in England, concerned with basic education in the voluntary sector. The Federation has 100 member groups who are actively involved in helping adults to improve their literacy and numeracy skills.

The NFVLS offers advice, consultancy and training to those organisations who don't want to become basic education providers but who do want to take account of differing levels of confidence in literacy and numeracy amongst the groups and individuals with whom they work, and give effective support to those groups and individuals.

FURTHER INFORMATION AVAILABLE FROM :

NFVLS
Cambridge House,
131 Camberwell Road,
London SE5 0HF
England

PRICE: Five pounds plus postage and packing.

TITLE: **Literacy for Living**

PUBLISHER: Australian Council for Adult Literacy

SCOPE: **Literacy for Living** brings together conference papers presented at the 12th National Conference of the Australian Council for Adult Literacy held in Brisbane, Australia in 1988. (Review of this publication on page 18 of this section.)

Noel Simpson, then President of the Association, and now head of Australia's official International Literacy Year Secretariat, said in the foreword:

The 1988 ACAL Conference for me was one of the most exciting national conferences I have attended...The first day of the conference presented dramatically many of the issues current in the adult literacy field: the potential contribution adult literacy provision can make to our nation's social justice and economic strategies, the voice of adult students and the role of community groups along with government. Conference met as the first year of the Adult Literacy Action Campaign under the National Policy on Languages was getting underway.

A wide cross-section of the community participated in the conference: paid workers and volunteers, Aborigines, librarians, workers with disabled people, and government officials. Speakers came from the areas of human rights, the law, health, technology and the Futures Commission. Overseas participants spoke of coalitions for adult literacy in North America and national campaigns in Asia.

Papers cover a diverse range of topics including: Literacy Human Rights and Equality of Opportunity; Making the Band Aids Stick; Two Minutes from Experiences of Literacy Campaign in Thailand; Issues in Adult Literacy - Whose Needs are Being Met? Student's, Societies or Industries?; Positive Factors of Participation for Women in Prison Literacy Programmes etc. In all there are 45 papers in the publication. It also includes a list of authors and index.

AVAILABLE FROM: Queensland Council for Adult Literacy Inc.,
PO Box 301,
Red Hill, Qld, 4059
Australia

PRICE: $10.00 Australian plus overseas postage.

TITLE: **Selections from Literacy Materials in Asia and the Pacific**

PUBLISHER: Asian Cultural Centre for Unesco, (ACCU), Tokyo Japan, 1989, 119pp.

SCOPE: The Asian Cultural Centre for Unesco (ACCU) is one of the most active producers of literacy materials in the region. The Centre believes that production of materials is the region's most urgent problem.

As a consequence it has produced a wide range of books, booklets, games, posters, videos, audio-tapes and so on. In addition it has sponsored and hosted a wide range of workshops on aspects of literacy work and regularly produces reports of those activities.

This publication is a compilation of 'selections' from various literacy materials. Its aim is to aid groups and individuals working in the field to exchange and share with each other their ideas, methods and problems.

Twelve countries have actively participated in the exchange activities.

The first section includes posters from Bangladesh, China, India, Indonesia, Malaysia, Nepal, Philippines, Thailand and Vietnam. The second section lists booklets from the above countries with the addition of Papua New Guinea. The third section gives information about audio-visual materials, games and other printed materials.

This is a useful resource book for those seeking materials for use in literacy programs. As already mentioned, this is only one of a wide range of literacy materials produced by and available from ACCU.

FURTHER INFORMATION AVAILABLE FROM:

Asian Cultural Centre for Unesco,
No. 6 Fukuromachi, Shinjuku-ku,
Tokyo 162 JAPAN

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Resources

TITLE: **Preparation of Neo-Literate Materials for Rural Development**

PUBLISHER: Asian Cultural Centre for Unesco (ACCU), Community Development Division (KEMAS), Ministry of National and Rural Development of Malaysia, and Unesco Principal Regional Office for Education in Asia and the Pacific (PROAP).

SCOPE: This is the Final Report of the Sixth Regional Workshop on the Preparation of Literacy Follow-up Materials in Asia and the Pacific.

It consists of Proceedings of the Workshop and three Chapters - I. Field Survey, Preparation and Field-Testing of Materials by the Groups, II. Paper Presentation and III. Planning of National Follow-up Activities, Annex and Appendix. Chapter I is aimed at helping those working in literacy activities to learn how to prepare slides, booklets, videos, posters and games to aid the learning of participants.

Chapter III lists national follow-up plans prepared by teams from China, India, Indonesia, Laos, Maldives, Nepal, Pakistan, Philippines, Thailand and Vietnam.

AVAILABLE FROM: ACCU, as above

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TITLE: **National Workshop on the Preparation of Literacy Follow-up Materials in Vietnam**

PUBLISHER: Asian Cultural Centre for Unesco, Tokyo, 1988, 75pp

SCOPE: The workshop, from which this publication was produced, was hosted by the Complementary Education Department and the Research Centre for Adult General Education, Ministry of Education, S.R. Vietnam.

It discusses all aspects of literacy programmes in Vietnam with the first paper being by Mr Nguyen Quang Kinh, Director of the Complementary Education Department. He outlines the forces behind the eradication of illiteracy and complementary education programs in Vietnam as well as the problems faced. He says, "We aim at developing materials in various forms. To achieve this, it is important to get away from the situation in which the school occupies the exclusive position and maintains an inflexible structure. It is necessary to build a network of adult education centres which maintain close co-ordination between the

formal and non-formal systems, classes and non-classes. Those forms of learning must suit the learners' needs and conditions, and be relevant to the characteristics of learners who are adults engaged in producing material goods for society without enough time for study and recreation"....

"One of the fundamental guiding ideas for the process of renovation in CE is to create, step by step, more and more favourable conditions for learners to take up life-long learning. This also means that self-teaching much be developed as the learners' routine habit...."

This publication is useful for anyone wishing to understand better the underlying theories, practice and outcomes of literacy work in Vietnam.

AVAILABLE FROM:

Asian Cultural Centre for Unesco,
No. 6 Fukuromachi, Shinjuku-ku,
Tokyo 162, Japan

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TITLE: **Indian Journal of Adult Education**

PUBLISHER: Indian Adult Education Association, quarterly

SCOPE: The Indian Journal of Adult Education addresses aspects of the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

The October-December 1988 issue, Volume 49, No.4, contained the proceedings of the 41st All India Adult Education Conference on the National Literacy Mission.

Papers include the National Literacy Mission Working Paper, Group Reports, "Education - Important Tool for Advancement" which was the Zakir Husain Memorial Lecture presented by P.N. Shrivastava; "National Literacy Mission - An NGO Perspective from the Field" by Om Shrivastava and "Is Literacy Reaching Women?" by Kamala Rana.

In her paper Kamala Rana pointed out that following the literacy cycle most village woman never see any printed material, and therefore forget what they have learnt. "Experience in organising literacy classes

prompt the writer to emphasise the need for planning literacy courses for 1-1/2 years for women to include post-literacy guided reading and writing ability and availability of material for day to day reading like wallpaper, newspaper, literacy books through village libraries especially set up for women. All reading material should be related to subjects of interest/use to women in their day to day life. Therefore a literacy test is not adequate: literacy must be meaningful and foolproof never to let go of the learner."

AVAILABLE FROM: Indian Adult Education Association,
17B Indraprastha Estate,
New Delhi 110002, India

Tel: 3319282

PRICE: Rs 35.00 p.a. within India; US$15.00 p.a. overseas, Single copy Rs10.00; US$4.00.

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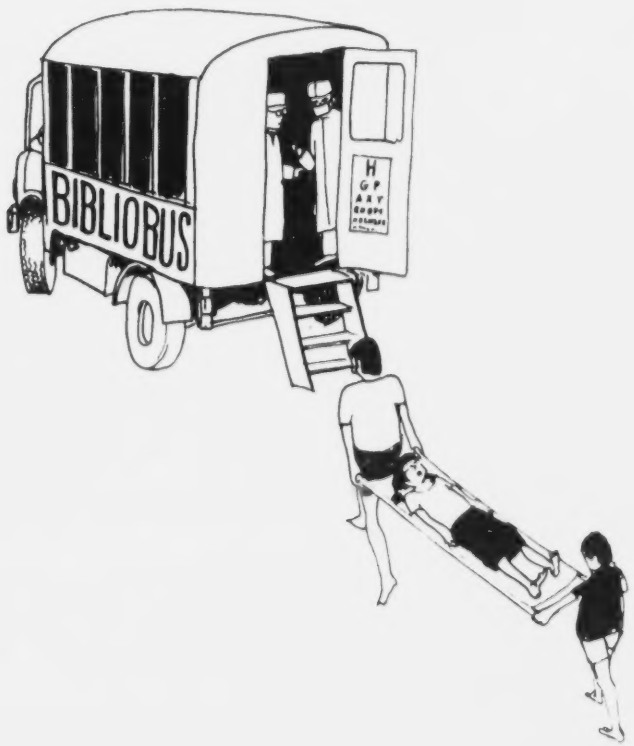

TITLE: **Strategies for Literacy and Fulfilment of Basic Needs**

PUBLISHER: Nepal Centre for Continuing Education

SCOPE: This is a report of a sub-regional seminar in March 1989 which was jointly organised by the Nepal Centre for Continuing Education and Sub-Region 1 of ASPBAE.

The seminar was attended by delegates from Bangladesh, India, Nepal, Pakistan and Sri Lanka, representatives of ASPBAE SR1, and SR2 and the International Task Force on Literacy based in India.

The first section contains group reports on the topics of "Literacy and Development"; "Literacy and Basic Needs"; and "Primary Education and Adult Literacy". The last section has a concept paper by Dr I.P. Upadhyaya and country papers from the participating country representatives.

AVAILABLE FROM: Nepal Centre for Continuing Education
Post Box 3449, Ring Road, Balaju,
Kathmandu, Nepal

Tel: 525093

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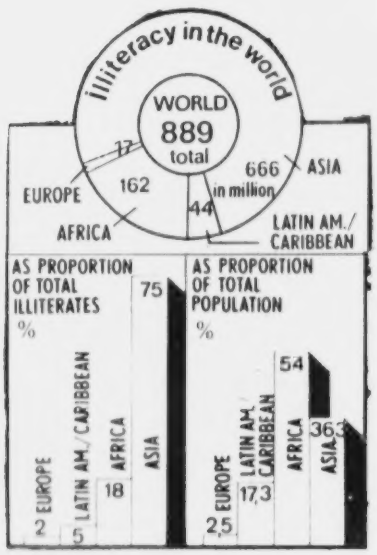

Resources

TITLE: **World Education Reports**

PUBLISHER: World Education Inc., Boston, USA

SCOPE: This journal is produced twice yearly and aims to provide a forum for discussion of developments in the field, to share findings from innovative programs, and to stimulate thinking on emerging issues. It is printed without claim to copyright in order that the materials can be widely circulated.

Issue No.28, Spring 1989, is entitled **Towards a Fully Literate World.** The first paper is entitled "Towards an Agenda for Literacy" and is by H.S. Bhola. It reports on developing an agenda for literacy promotion among non-governmental organizations at a meeting of the International Task Force on Literacy.

Other papers discuss: the national literacy program of the Catholic Church in Haiti; literacy efforts of the Association for the Renaissance of Pulaar, a non-governmental organization in Senegal; working with the Bangladesh Rural Advancement Committee to provide an alternative model of primary education; the challenge facing adult literacy in the state of Massachusetts; and how literacy service centres can help programs in areas as diverse as health, agriculture and income generation.

In her report of the **Misyon Alfa** literacy program in Haiti, Valerie Miller outlined the challenges, political contraints, institutional context and constraints and summarised the lessons learned. She says, "The history and structure of the Catholic Church have played an influential role in the development of **alfa** from its inception. Paradoxically, the Church has been **Misyon Alfa's** greatest strength and at the same time its greatest weakness. In a country like Haiti, the Church was the only institution that could provide the necessary protective space and credibility for such a program. Yet the very nature of the Church's hierarchical structure and conservative character handicapped **Alfa's** development.....The creation of **Misyon Alfa** represented the Church's commitment to the changes urged by Rome as did the cruciual support it gave to the struggle against Duvalier. However, the Bishops were not always comfortable with or prepared for their new leadership roles.....As a national effort **Misyon Alfa** began to take on an identity of its own, eventually overshading other Church programs in budget and visibility.....Church structures and organizational culture affected the operation of **Misyon Alfa.** While clearly a non-governmental body, the

Church as an organization is not a traditional NGO focused on grassroots development. It is a national institution with a hierarchy and structure organized for religion, education and socialization."

AVAILABLE FROM: World Education Inc.,
Reports
210 Lincoln Street
Boston MA 02111 USA

PRICE: Free to overseas non-governmental organizations engaged in education and training programs for adults. Other supporters are encouraged to support World Education by making a donation of $US25.00 which entitles them to receive **Reports** for one year.

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TITLE: **Literacy in the Industrialized Countries: A Focus on Practice**

EDITOR: Margaret Gayfer

PUBLISHER: International Council for Adult Education, Toronto, 1987, English and French, 115 pp

SCOPE: This publication arises out of a seminar hosted by the International Council for Adult Education and organized by a Planning Committee which represented many of the national literacy organizations and community-based literacy groups working with workers, women, immigrants, refugees, unemployed men and women and other economically marginal sectors of Metro Toronto, Canada.

Most of the participants in the planning process were front line workers, practitioners and tutors. (A report of the seminar itself was included in **ASPBAE Courier** No. 43, July 1988, by James A. Draper.)

Margaret Gayfer, in her introductory remarks said that "an international seminar of a few days and representing a diversity of countries, experiences and philosophies can only highlight and identify broad areas of interest and concern even within the themes of the papers presented and the specific topics of the workshops. Like any intensive learning experience, such gatherings create a momentum that stimulates participants to see their work in fresh light and to discover new ideas to take home for reflection and analysis...." This publication expands that momentum to those who were unable to be present at the seminar.

Included in the publication is a poem on "Why should we become literate: Testament to the Wisdom of Learners". It was put together by a group of poor and illiterate people in the state of West Bengal, India and adopted as a statement for all those engaged in literacy work by participants at the seminar. Part Two of the publication discusses the question of whether literacy is a human right? The first paper is by Carman St. John Hunter of the United States who explores what the definitions of literacy tell us. Ella Bohnenn talks about the practice of literacy in the Netherlands and Louise Miller the approach of popular literacy groups in Quebec.

Part three is concerned with literacy in the developing world with papers from the Caribbean, Africa, India, South Africa and Latin America.

Part Four explores the practice of literacy and Part Five contains papers from participants. This section covers literacy in the Mediterranean, Korea, Ireland, the Soviet Union, Belgium, Norway, Spain and the Philippines. The publication concludes with a list of volunteers and participants.

The publication is in both French and English.

AVAILABLE FROM: International Council for Adult Education,
720 Bathurst Street,
Suite 500,
Toronto, Ontario M5S 2R4
Canada

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TITLE: **Adult Education and Development**

PUBLISHER: German Adult Education Association

SCOPE: This Journal is produced twice yearly by the German Adult Education Association, (Deutscher Volkshochschul-Verband DVV) for readers in Africa, Asia and Latin America.

The September 1988 issue, No.31, was devoted to Literacy. In his editorial, Heribert Hinzen said, "The declaration of 1990 as the International Literacy Year by the United Nations is a challenge for all providers of adult education and literacy worldwide. For some in the development business it will remain just another year of....; while for many others it will hopefully result in meaningful activities for the improvement and widening of literacy provision for those who are ready to learn.....

"The German Adult Education Association (DVV) decided to contribute to the preparation of ILY by publishing a special issue of its journal **Adult Education and Development.** We invited contributions from all over the world, ...the response has been enormous...we hope that you agree with the editorial decision to feature, together with the many experiences, case studies, suggestions for methods and materials and plans for ILY, several articles on issues concerned with orality and literacy - those looking at the great divide theories as well as the continuum in the changing modes of communication - oral, written, print, electronic - and those concerned with the grand debate of the relationship between literacy and development."

This issue takes a broad approach to the topic of literacy and discusses it from all angles. Contributors include: Fatima Bekkhar, Beate Scjhmidt, H.S. Bhola, Michael Omolewa, Sunthorn Sunanchai, Ephraim T. Apelis, Satyen Moitra, Paulo Freire, Yussuf Kasam, T. Mulusa, Paul Wangoola, Federico Mayor, Judith Marshall, Lalita Ramdas, among many others. This copy of the journal and should be read by anyone interested in the literacy debate.

AVAILABLE FROM: German Adult Education Association,
Rheinallee 1
D-5300 Bonn 2
Federal Republic of Germany

PRICE: Free of charge.

Resources

TITLE: **Pre-Literacy Training: A useful concept?**

AUTHOR: Michel Courtault

PUBLISHER: Unesco, Unicef, Wfp Cooperative Program, Paris, February 1989, French and English, 18pp.

SCOPE: This is No. 185 of the series called **Notes, Comments....** It was produced as part of the joint program between Unesco, Unicef and WFP. It is concerned with exploring the idea that before literacy work can be successful there are certain preconditions which must be present. These include the following:

"- good physical and mental health - have few worries and be gifted with the capacity for sustained attention;

- correct visual and auditory perception of graphical signs (numbers or letters of the alphabet);

- their accurate identification and permanent memorization;

- immediate comprehension of messages carried by signs and their many possible combinations;

- correct pronunciation of signs and their combinations: (ex. vowels, consonents, syllables, diphongs and their nuances);

- the capacity for making fine movements, appropriate for graphic reproduction of signs, rapidly and exactly;

- quick adaptation to the rules of writing and calculation (utilization of the page, sense of writing, grammar). The perception and the recognition of the advantage of associating the written with the oral and the influence of the written on the oral;

- individual and collective motivation (ability to write for one's self, for one's family, and one's nation) etc."

The author believes that the reading and writing of letters and figures requires a set of specific capabilities which are related to the social environment of the future literate adult, such as oral communication and communication by signs and symbols....Much, he says, has been written on the conditions necessary for learning to read and write by children....but

little so far..about the learning process of illiterate adults.

The author first defines the concepts of 'Pre-Literacy', 'Literate' and 'Illiterate' before discussing the importance of motivation in the learning of adults. The difficulties of illiterates in understanding pictures and drawing if they come from an environment which is lacking in written signs is then discussed. The preparatory steps that might be taken to assist adults to understand written symbols is covered, with examples.

In conclusion M. Courtault says that, "Thus, in this document we have tried to draw attention to pre-literacy as one of the most important conditions for improving the results of campaigns and programs of literacy since so far it has received insufficient attention."

AVAILABLE FROM: Unesco,
Notes, Comments...No.185,
7, place de Fontenoy,
75700 Paris, France

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BOOK REVIEW: Literacy for Living: Conference Papers

Australian Council for Adult Literacy, Brisbane, 1988
Edited by Marian Norton

Reviewed by Dr Chandra Gunawardana
Head, Department of Social Science Education
Faculty of Education, Colombo University. Sri Lanka

Literacy for Living is the collection of conference papers presented at the 12th National Conference of the Australian Council for Adult Literacy (ACAL), held in Brisbane 1988. The wide range of issues that are dealt with here is quite impressive. It clearly indicates the current trends in the field of literacy catering to identified specific needs of clientele as well as those made relevant by today's technological changes.

Justice Marcus Einfeld makes a fitting opening to the discussion by pointing out why literacy should be stressed not merely as a human right but as a medium for equalisation of opportunity. He argues cogently of the need to accord national priority to literacy. In contrast to the usual rhetorical exhortations about what should be done, these papers share with the reader much of what has been done (in most cases successfully) and how the objectives had been achieved. Marquet's experience about how he overcame illiteracy can be a source of motivation and inspiration for most illiterates who are gripped by a sense of powerlessness. Crocker makes an impassioned plea not to stop at literacy, but to think anew about what education is all about - that without self-esteem, identity and personal development, a true education cannot be achieved.

Literacy for Living gives clear directions for adult literacy in the twenty-first century. Several authors emphasize that providing literacy is by no means a battle won, that there is no room for complacency because technological change that is occurring continually calls for higher levels of literacy than before. Several papers have identified new groups of clientele - prisoners, migrants, those whose hearing is impaired, mildly intellectually disabled, brain injured and those classed as having other disabilities, who claim the attention of literacy personnel. All these papers describe in detail the programs that have been launched by researchers/practititioners in different parts of the world and the degree of success achieved.

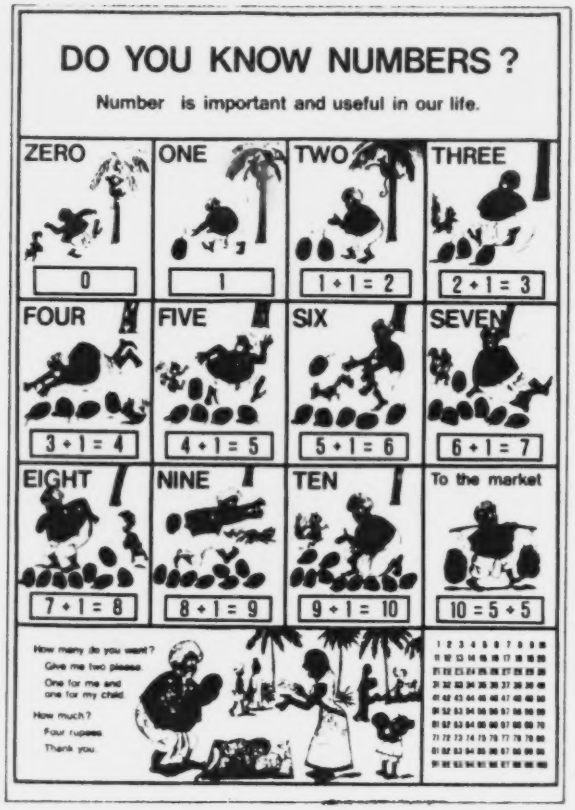
Programs that train tutors for adult literacy programs have also gained sufficient attention in this collection. Thus Bowyer's paper gives a detailed and systematic description of the training program for tutors of English as a Second Language

(ESL), while Lewis presents useful insights gained from a workshop conducted for promoting discussion and community feedback on major issues affecting adult Aboriginal and Torres Strait Islander Literacy/Numeracy students. Dundas and Strong, on the other hand, focus on the role of parents as tutors in support of their children's literacy.

Indicating an emerging trend in the near future are a number of papers dealing with the use of new techologies for adult literacy. Potential for literacy in utilising computer, library and information services are pointed out by Howie, Stremped, Reid, Cram and Moon.

A noteworthy feature of most of these innovative programs, whether they be on the reading of mathematics (for example, Tout's paper examines how the learning of mathematics can be made more enjoyable and effective for adults) or about managing the comprehension gap [see Doak's paper on making health instructions simple so that low-literates can use them, or making printed materials more readable (Greenland's on text for technical colleges) and several others such as Brogie's or Treloar's)] is one common commendable factor: that they are innovations which have made a breakthrough and which the initiators have shared so that practitioners can adapt and use them. Barclay's paper is an interesting report on the organization and implementation of an adult literacy program while Kaewasaiha, Haughton and Huxley give useful hints on launching and funding of programs.

Literacy for Living is veritably a valuable sourcebook for practitioners in the field of literacy. Literacy itself, as viewed here includes a broad spectrum through the papers pointedly indicated directions, areas, aspects and methodologies which should be given priority. What stands out in this laudable effort, specially from the success stories therein, is the commitment and dedication that an aduit literacy worker is called upon to demonstrate, without being restricted to a mere importation of knowledge or skills.



15

Title — DO YOU KNOW NUMBERS?

Publisher/Producer — The Asian Cultural Centre for Unesco (ACCU)
6 Fukuromachi, Shinjuku-ku, Tokyo 162
Japan

Theme — Teaching of numbers

Intended Users — Literacy classes

Description — A poster for teaching numbers from one to ten. It provides a table of numbers from one to 100 and also sentences for practice about number learning. It also gives some idea about the use of calculation for marketing.

COURIER 47 LEARNING EXCHANGE DECEMBER 1989

Unesco

Unesco has taken a lead in the promotion of literacy. Literacy is sometimes regarded like motherhood: that is, beyond criticism. Literacy per se is uncritically accepted as being desirable and necessary for all regardless of their circumstances. The methods of teaching are not always critically examined to see whether they meet the needs of learners or rather some theory which comes directly from the formal schooling system. As a result there have been some spectacular failures in this area, not only wasting millions of dollars but disrupting people's lives to little positive effect. The occasion of **International Literacy Year** provides an ideal opportunity to critically examine the theory, philosophy and practice of literacy activities. This certainly seems to be happening already and should continue throughout 1990. If this does occur then literacy campaigns and activities in the future should be more productive and better focussed than some have been in the past.

Unesco

Unesco has been in the forefront of literacy work for many years. Unesco envisions International Literacy Year as a 'summons to action' believing that if all the governments, nongovernmental organisations and individuals working in the area of literacy pull together then 'literacy for all' is achievable. Unescxo produces written materials, posters, runs workshops, and supports programs. It has also adopted the practice of giving awards as one way of encouraging literacy efforts. The **Unesco News** of September 1988, lists the awards it provides annually. They are:

The Nadezhda K. Krupskaya Prize, established in 1960 by the Government of the Union of the Soviet Socialist Republics

International Reading Association Literacy Award, established in 1979

The Noma Prize, established in 1989 through the generosity of Japanese publisher, Shoichi Noma

The Iraq Literacy Prize, established in 1981

In 1987, Unesco appointed an independent jury to select the emblem for **International Literacy Year.** The emblem which appears below was chosen from 300 designs sent from 82 countries. It was submitted by Japanese graphic artist, Mr Kohichi Imakita.

1990
International Literacy Year
ILY

International Council for Adult Education

The International Council for Adult Education (ICAE), in 1987, established an International Task Force on Literacy (ITFL) to prepare for International Literacy Year. Members of the Task Force include:

Unesco Institute for Education, Hamburg
Swedish International Development Authority
Canadian International Development Agency
Unesco NGO Standing Committee
Movement for Canadian Literacy
Regroupement des Groupes Populaires d'Alphabetisation du Quebec
International Reading Association
International Union of Students
World Confederation of Organizations of the Teaching Profession
Coordinating Committee for International Voluntary Service

World Young Women's Christian Association
World Council of Churches
German Foundation for International Development
Asian South Pacific Bureau of Adult Education
Caribbean Regional Council for Adult Education
Consejo de Educacion de Adultos de America Latina
African Association for Literacy and Adult Education
Arab Regional Literacy Organization
European Bureau of Adult Education
The Bahai International Community
Disabled People's International
International Community Education Association
International Movement A.T.D. Fourth World
International Publishers Association
International Union of Students
Laubach Literacy International
World Association of Girl Guides & Girl Scouts
World Council of Indigenous Peoples
World Education Inc.
World Federation of Trade Unions
World Federation of Unesco Clubs, Associations and Centres
Women's International Democratic Federation
World Scout Bureau
World Young Women's Christian Association
Unesco NGO Standing Committee

The ICAE acts as the Secretariat for the Task Force.

This is an impressive grouping of major organisations which have an interest in development in all its aspects. Bringing them together to focus on literacy in 1990 has been a major achievement of the ICAE.

The International Task Force on Literacy envisions 1990 as a year which:

* marks the beginning of a 10 year intensive effort to dramatically reduce illiteracy in the world;

* mobilizes resources from the grassroots and factory floors through to government and educational institutions;

* recognizes that illiteracy is a problem of both industrialized and non-

* recognizes that illiteracy is a problem of both industrialized and non-industrialized nations;

* will not confuse a campaign against illiteracy with a campaign against illiterate people;

* links literacy to the achievements of social, economic and political democracy;

* strengthens organizations of women, the poor, the jobless and landless;

* results in increased empowerment of people not increased dependency;

* results most importantly in strengthened permanent structures for promoting and enhancing literacy and adult education at both governmental and non-governmental levels.

The Task Force has produced regular Newsletters to keep interested individuals and organisations informed of progress towards ILY.

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INTERNATIONAL TASK FORCE ON LITERACY MEETS IN TORONTO

Back Row: Ian Morrison, CAAE; Alan Crawford, International Reading Association; Elisabeth Fuchs-Bruninghoff, European Bureau for Adult Education; Pai Obanya, World Confederation of Organizations of the Teaching Professions (WCOTP); Louise Miller, le Regroupement des groupes populaires d'alphabétisation du Québec; Ravindra Dave, UNESCO Institute for Education; Josef Muller, German Foundation for International Development; Cesar Picón, CEAAL; John Ryan, UNESCO
Second Row: Yusuf Kassam, ICAE; Xue-Ming Bao, Interpreter; Lalita Ramdas, India; Isabel Hernandez, CEAAL; Yao Zhongda, China; Didacus Jules, CARCAE
Front Row: Victor Johnson, AALAE; Alfonso Lizarzaburu, ICAE, Paris

Unesco Principal Regional Office for Asia and the Pacific (PROAP), Bangkok

This office has produced a wide range of materials on literacy, run workshops and seminars and has established a program called **APPEAL 2000** Asia-Pacific Programme of Education for All. This program was launched in 1987 in New Delhi.

PROAP has a wide range of literacy documentation available. For a complete list write to:

Information Officer,
Principal Regional Office for Asia and the Pacific,
P.O. Box 1425, General Post Office,
Bangkok 10501, Thailand

Asian Cultural Centre for Unesco (ACCU)

The ACCU regularly holds workshops to discuss the preparation of literacy materials in various countries and settings. It then produces reports of the activities, and examples of materials for distribution to those involved in literacy activities. Posters, games, audio-visual materials and booklets are among the wide variety of materials produced by this organisation. Further information about some of their publications is included in the **Resources** Section of this issue of **Courier.**

1990 International Literacy Year Newsletter

Below is an extract from the July 1989 ILY Newsletter .

Information Exchange Network

The Unesco Institute for Education (UIE) has recently established an "Information Exchange Network" concerning functional literacy in industrialized countries with the support and cooperation of Unesco, Paris

Unesco Institute for Education,
Documentation Centre
Feldbrunnenstrasse 58
2000 Hamburg 12
Federal Republic of Germany
Tel: 040 44 78 43

STRENGTHENING STRUCTURES

AN INTERNATIONAL CENTRE FOR LITERACY?

DO WE NEED a centre that can provide information on literacy research and evaluation to practitioners in different parts of the world? Would this fill a need which present organizations are unable to fulfill?

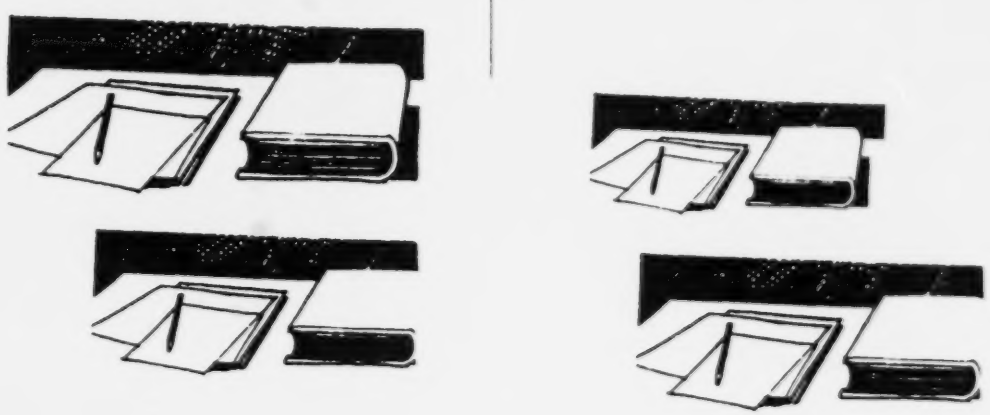
When the ITFL met in Berlin in May 1988, the idea was put forward and support given to the suggestion that an international resource centre for literacy might be a useful ILY 1990 project.

Four Nordic governments, Sweden, Norway, Denmark and Finland have funded a feasibility study to look into setting up such a centre.

The International Council for Adult Education has been asked to undertake the study and two consultants, Nelly Stromquist of the University of Southern California and Nicholas Kuhanga, former Vice-Chancellor of the University of Dar es Salaam in Tanzania have been hired to undertake the study.

Literacy specialists and potential users around the world are being asked for input. What should be the functions of such a centre? How best could it serve the information needs of the literacy movement? Where should it be located? How could new technologies best be used?

If you have views about such a centre please contact the International Council for Adult Education. The final report is expected by the end of December 1989.



Second ACCU Prize for Fully Illustrated Literacy Follow-up Materials

The ACCU is awarding a prize for literacy follow-up materials. They must be specifically designed for use in the teaching and learning of neo-literates and must be finished works. They can be in the form of cards, graphs, charts, wall charts, maps, atlases, newspapers, pamphlets, posters, slides, video, serial posters or any other form. They may be made from paper, cardboard or cloth.

They should be the work of governmental, non-governmental institutions, organizations or enterprises. The works of individuals are not accepted. There will be four levels of award:

First prize for 1 work	a certificate and US$1,500
Second Prize for 1 work	a certificate and US$1,000
Third Prize for 8 works	a certificate and US$ 300
Honorable Mention	a certificate of commendation.

Countries eligible to propose candidates are:

Bangladesh, Bhutan, China, Fiji, India, Indonesia, Iran, Laos, Malaysia, Maldives, Mongolia, Myanmar, Nepal, Pakistan, Papua New Guinea, Philippines, Samoa, Sri Lanka , Thailand, Tonga and Vietnam.

Further information about these awards is available from:

The Director-General
Asian Cultural Centre for Unesco
6, Fukuromachi, Shinjuku-ku,
Tokyo 162, Japan

Tel: Tokyo, 269-4445, 269-4435
Facsimile: Tokyo, 269-4510
Cable: ASCULCENTRE TOKYO

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Countries with more than 10 million illiterate people over the age of 15, 1985

Country	Rate of illiteracy %	Illiterates (in million)	Proportion in the world's total illiterates %
India	56.5	264	29.7
China	30.7	229	25.8
Pakistan	70.4	39	4.4
Bangladesh	66.9	37	4.2
Nigeria	57.6	27	3.0
Indonesia	25.9	26	2.9
Brazil	22.3	19	2.1
Egypt	55.5	16	1.8
Iran	49.2	12	1.3
total		669	75.2

(source: Compendium of statistics on illiteracy, UNESCO 1988)

The following poem was composed by rural people from West Bengal in India and adopted as the Statement of the ICAE International Seminar on Literacy in Industrialised Countries, October 15, 1987.

Why should we become literate?

What kind of people are we?
We are poor, very poor -
But we are not stupid.
That is why, despite our illiteracy,
We still exist.
But we have to know
Why we should become literate

We joined the literacy classes before
But after some time, we got wise.
We felt cheated - so we left the classes.

Do you know what we found out?
The Babus take up this work
In their own interest.
Maybe the election is round the corner,
Or perhaps there is a government grant,
Or something which must be utilised.
What they taught us was useless.

To sign one's name means nothing.
Or to read a few words means nothing.

We agree to join the classes
If you teach us how not to depend
On others anymore.

We should be able to read simple books,
Keep our own accounts, write a letter , and
Read and understand newspapers.

One more thing ------
Why do our teachers feel so superior?
They behave as if we are ignorant fools,
As if we are little children.
Please do understand that
The teacher may know things which we don't.
But, we know a lot of things which are beyond him.

We are not empty pitchers.
We have a mind of our own.
We can reason out things
And, believe it or not, we also have dignity.
Let those who will teach us remember this.

We have enough troubles and sufferings
Why should we add to them by
Joining literacy classes?

If the learning centres can make us
Feel a little more cheerful,
then we may feel an urge to
Join the classes.
We are not children.
Let the teacher remember this.
Treat us like adults.
Behave with us as friends.

And yet, something more
We don't get a square meal.
We have few clothes.
We don't have a proper shelter.
And, to top it all, floods come and wash away
Everything, then comes a long spell of drought.
Drying up everything.
Would it help us if we become literate?

Can literacy help us live
A little better? Starve a little less?
Would it guarantee that the mother
And the daughter wouldn't have to
Share the same sari between them?
Would it fetch us a newly thatched roof
Over our heads.

Literacy should help us live better -
At least we look at it that way.
They say that things are being planned
For us - the poor.
Would literacy help us in knowing
Those government plans?

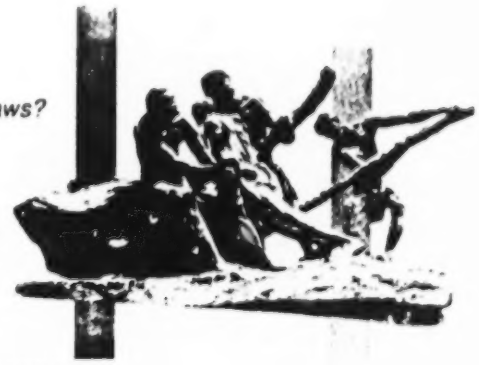
Would it help us know
How to raise our yield and increase our income?
And from where could we borrow money
On easy terms,
And what benefits would we get
From the cooperatives?

Would we get better seeds,
Fertiliser and all the water we need?
Would we get proper wages?
All this we think is learning for living.
They say that the new programme
Promises us all this.
But, is it only writing on a scrap of paper?
Is it like one of those very many past
Promises that were never kept?

Will this programme teach us
How to think and work together?
Will 'doing' be made a part of 'learning'?
If all this is done, all of us
Will join the literacy classes,
It will then be learning
To live a better life.

We are weak and are ill very often.
Will the programme teach us
How to take care of our health,
And become strong?
If it does, then we shall all come.

They say that there are laws to
Protect and benefit us.
We don't know these laws.
We are kept in the dark.
Would literacy help us know these laws?
Would we know the laws that have
Changed the status of women?
And the laws that
Protect the tribals amongst us?
We want a straight answer.



Then shall we decide whether
We should become literate or not.
But if we find out that we
Are being duped again with empty promises,
We will stay away from you.

We will say,
'For God's sake, leave us alone'.

National Committees or Agengies Responsible for International Literacy Year

The following list comprises committees or agencies in Asia and the Pacific with responsibility for international literacy year activities. This information was provided by Unesco.

International Literacy Year Secretariat
Department of Employment, Education and Training
PO Box 862
Woden ACT 2606, **Australia**

Bangladesh International Literacy Year Organising Committee
C/- Dhaka Ahsania Mission
House No. 33, Road No.11 (New)
Dhanmondi Residential Area
Dhaka 1200, **Bangladesh**

National Coordination for International Literacy Year
C/- Indian National Commission for Cooperation with Unesco
Department of Education, Government of India
New Delhi 11001 **India**

National Committee for International Literacy Year
Jl Proklamasi 17A
Jakarta, **Indonesia**

Literacy Committee of APPEAL in Iran
IIALM, PO Box 13145-654
Tehran, **Iran**

Comite National Lao pour l'Annee Internationale de l'Alphabetisation
C/- Commission Nationale Lao pour l'Unesco
B.P. 67
Vientiane, **Lao People's Democratic Republic**

Commission Nationale de Mongolie pour l'Annee Internationale de l'Alphabetisation
C/- Commission Nationale de Mongolie pour l'Unesco
Ministere des Affaires Etrangeres
Oulan Bator, **Mongolia**

National Committee for International Literacy Year
C/- Nepalese National Commission for Unesco
Kaiser Mahal, Kantipath
Kathmandu, **Nepal**

Papua New Guinea National Committee for International Literacy Year
C/- Papua New Guinea National Commission for Unesco
Department of Education
Private Mail Bag, PSA Haus, Post Office
Boroko, **Papua New Guinea**

National Committee for International Literacy Year
Ministry of Education
Isurupaya Battaramulla
Sri Jayewardenepura, **Sri Lanka**

National Committee of Thailand for International Literacy Year
Ministry of Education, Nonformal Education Department,
Bangkok 10300, **Thailand**